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الاستثمار في السكان الريفيين

جمهورية السودان

برنامج الفرص الاستراتيجية القطرية

2027-2021

مذكرة إلى السادة ممثلي الدول الأعضاء في المجلس التنفيذي

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المجلس التنفيذي - الدورة الثانية والثلاثون بعد المائة

روما، 19-21 أبريل/نيسان 2021

للاستعراض

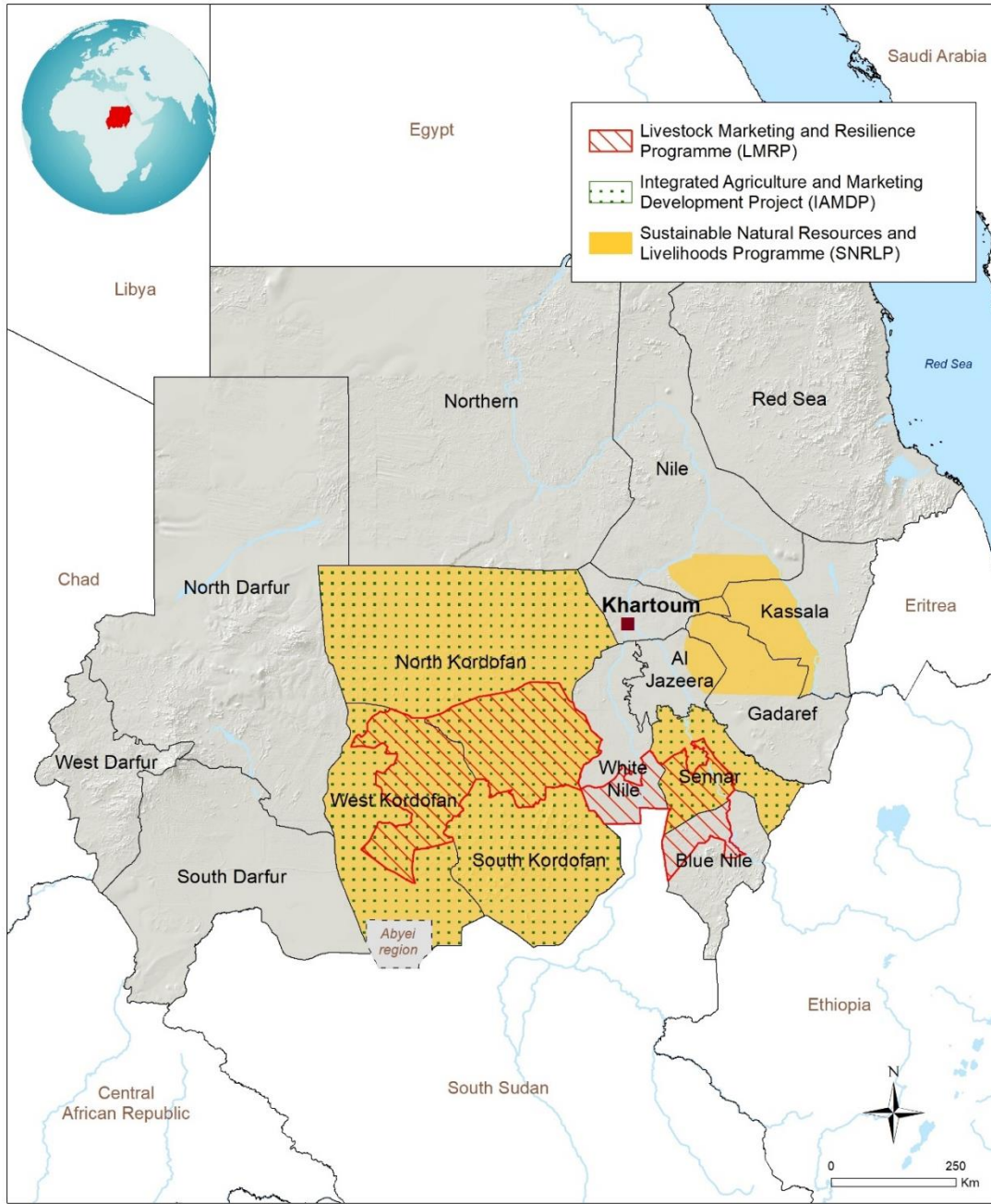
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### فريق تنفيذ برنامج الفرص الاستراتيجية القطرية

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## خريطة العمليات الممولة من الصندوق في البلد



إن التسميات المستخدمة وطريقة عرض المواد في هذه الخريطة لا تعني التعبير عن أي رأي كان من جانب الصندوق فيما يتعلق بتقسيم الحدود أو الترخوم أو السلطات المختصة بها.

المصدر: الصندوق الدولي للتنمية الزراعية | 2020-11-30



## موجز تنفيذي

- 1- يجري إعداد برنامج الفرص الاستراتيجية القطرية الحالي في سياق سياسي تمكيني يتميّز بوجود حكومة انتقالية جديدة ذات توجه إصلاحي تتيح فرصة فريدة لتحفيز النمو الاقتصادي وإعادة بناء القدرة على الصمود. وعلى الرغم من اعتماد الاقتصاد السوداني على الزراعة فإن القطاع يواجه تحديات كثيرة تتمثل في: انخفاض الغلات والإنتاج، والهشاشة في مواجهة تغيّر المناخ، ومستويات التجهيز بعد الحصاد وإضافة القيمة الأقل كثيرا من الإمكانيات.
- 2- وتتألف الحافظة الحالية من ثلاث عمليات نشطة: برنامج تسويق الثروة الحيوانية والقدرة على الصمود، ومشروع التنمية الزراعية المتكاملة والتسويق، وبرنامج سبل العيش والموارد الطبيعية المستدامة. وتؤكد الدروس المستفادة من التجربة السابقة ضرورة ما يلي: (1) الأخذ بنهج شامل في تحسين إدارة الموارد الطبيعية وحوكمتها؛ (2) تعزيز التمويل البالغ الصغر المراعي لمصالح الفقراء للمنتجين أصحاب الحيازات الصغيرة والمشروعات الصغيرة والمتوسطة؛ (3) تعزيز الصلات بين المنتجين أصحاب الحيازات الصغيرة والجهات الفاعلة في القطاع الخاص لضمان استدامة استثمارات التخفيف من الفقر.
- 3- وستعود تدخلات برنامج الفرص الاستراتيجية القطرية بالنفع على السكان الذين يعيشون في النظم الإيكولوجية البعلية الهشة: (1) المزارعون أصحاب الحيازات الصغيرة والرعاة الزراعيون والرعاة المستقرون والرعاة الرّحل ومنظماتهم؛ (2) أصحاب المشروعات الزراعية ومنظماتهم المشاركون في سلاسل القيمة المراعية لمصالح الفقراء. وستبذل جهود خاصة للوصول إلى النساء (60 في المائة) والشباب (40 في المائة).
- 4- ويهدف برنامج الفرص الاستراتيجية القطرية إلى المساهمة في الحد من الفقر وانعدام الأمن الغذائي والهشاشة وبطالة الشباب من خلال الاستثمار في سلاسل القيمة المختارة ذات الأثر الكبير على سبل عيش الفقراء الريفيين وبيئاتهم الهشة. وتشمل سلاسل القيمة هذه الصمغ العربي والسمسم والثروة الحيوانية لإنتاج اللحوم والنباتات العشبية والطبية والعطرية العضوية، مثل الكركديه والتبليدي. وسيجري تحقيق هذه الغاية من خلال هدفين استراتيجيين:
- 5- الهدف الاستراتيجي 1: تعزيز القدرة على الصمود لدى السكان الريفيين الضعفاء ونظم إنتاجهم في وجه انعدام الأمن الغذائي والتغذوي وتغيّر المناخ. وتتمثل النواتج المتوقعة في: (1) اعتماد الأسر الريفية التكنولوجيات المحسّنة والمستدامة (بما يشمل إدارة الموارد الطبيعية) التي تزيد من الإنتاجية وتبني القدرة على الصمود في وجه تغيّر المناخ؛ (2) حصول الأسر الريفية على الأغذية الغنية بالمغذيات والأساليب التغذوية المحسّنة.
- 6- الهدف الاستراتيجي 2: تحسين أداء سلاسل القيمة الزراعية الرئيسية التي تُسهم في تهيئة فرص العمل والثروة للسكان الريفيين. وتتمثل النواتج المتوقعة في: (1) الخدمات المالية وغير المالية المحسّنة المتاحة للمنتجين أصحاب الحيازات الصغيرة والمشروعات الصغيرة والمتوسطة؛ (2) الصلات الأقوى بأسواق المدخلات والمخرجات في سلاسل القيمة الزراعية؛ (3) تحسين تنظيم أصحاب المصلحة في منظمات المزارعين؛ (4) تعزيز المشروعات الصغيرة والمتوسطة وفرص العمل.
- 7- وسيعتمد برنامج الفرص الاستراتيجية القطرية نهجا برنامجيا في تصميم برنامج جديد، هو برنامج تنمية سلاسل قيمة الأعمال الزراعية الشاملة. وسيغطي البرنامج دورتين من دورات نظام تخصيص الموارد على أساس الأداء في إطار التجديدين الثاني عشر والثالث عشر لموارد الصندوق. وبالإضافة إلى ما سبق، سيجري استطلاع الفرص المتاحة للقطاع الخاص في جمهورية السودان للاستفادة من الأدوات المالية الجديدة، مثل الصندوق الرأسمالي للأعمال الزراعية وبرنامج تمويل القطاع الخاص.
- 8- وسيعرّز برنامج الفرص الاستراتيجية القطرية ما لا يقل عن ثلاثة ابتكارات: اعتماد نهج المجموعات القائم على النظم الإيكولوجية في الاستهداف، وتعزيز سلاسل القيمة الشمولية ذات الإمكانيات الكبيرة؛ وتعزيز

تكنولوجيا المعلومات من أجل الاتصالات، وتوفير الخدمات. وسيُسهَم برنامج الفرص الاستراتيجية القطرية في توسيع نطاق المبادرات الناجحة المثبتة، مثل المنتجات المالية المبتكرة لصالح الفقراء؛ ومنهجية نظام تعلم العمل الجنساني؛ ونظم الطاقة الشمسية لتشغيل مرافق التخزين والتجهيز ونقاط المياه على مستوى القرى؛ والزراعة الذكية مناخياً.

9- وتشمل الأولويات الرئيسية للمشاركة في السياسات داخل إطار برنامج الفرص الاستراتيجية القطرية تحسين الإطار المؤسسي للإدارة المستدامة للموارد الطبيعية، وإنشاء نُظم بذور مستدامة ونُظم مالية ريفية مستدامة تراعي مصالح الفقراء.

## أولاً - السياق القطري وجدول أعمال القطاع الريفي: التحديات والفرص الرئيسية

- 1- **السياق السياسي:** وقّع المجلس العسكري وتحالف المعارضة المدنية بعد تغيير الحكومة في جمهورية السودان اتفاقاً في أغسطس/آب 2019 يُمهّد الطريق للحكم المدني. وتتيح الحكومة الانتقالية الجديدة ذات التوجه الإصلاحية، إلى جانب رفع العقوبات، فرصة فريدة لتحفيز النمو الاقتصادي والقدرة على الصمود.
- 2- **الاقتصاد:** انكمش الاقتصاد الذي يواجه تحديات اجتماعية واقتصادية خطيرة<sup>1</sup> بنسبة 2.5 في المائة في عام 2019 وتراجع بنسبة أخرى بلغت 8 في المائة في عام 2020 بسبب الخسائر التي لحقت بالاقتصاد جراء جائحة كوفيد-19. وارتفع العجز المالي إلى 10.8 في المائة من الناتج المحلي الإجمالي في عام 2019 بسبب إعانات الطاقة وضعف تعبئة الإيرادات. وتبلغ معدلات التضخم مستويات شديدة الارتفاع، ووصلت إلى 140 في المائة في أكتوبر/تشرين الأول 2020<sup>2</sup>. ولا تزال نسبة الدين العام والخارجي مرتفعة ولا يمكن تحملها (211.7 في المائة و198.2 في المائة من الناتج المحلي الإجمالي، على التوالي في عام 2019) مما يعكس بشكل رئيسي حجم المتأخرات. وقُدّر نصيب الفرد من الدخل القومي الإجمالي بحوالي 840 دولاراً أمريكياً في عام 2018. وخفّض البنك الدولي تصنيف السودان إلى فئة البلدان المنخفضة الدخل في عام 2020 (انظر الذيل العاشر).
- 3- **سيناريوهات الانتقال المحتملة:**<sup>3</sup> في إطار السيناريو المرتفع، يمكن لسعر الصرف وإصلاحات القطاع النقدي والمالي وضبط الأوضاع المالية العامة أن يُعزز استقرار الاقتصاد الكلي والقدرة التنافسية. وستدعم هذه التدابير زيادة في نمو الناتج المحلي الإجمالي ليصل إلى 4.5 في المائة في المدى المتوسط. وعلى الجانب المالي، ستدعم إصلاحات إعانات الوقود وتدابير الإيرادات والمنح المقدمة من المانحين انخفاض العجز بنسبة 7.25 في المائة من الناتج المحلي الإجمالي خلال الفترة 2020-2021 وتراجع بنسبة أخرى في عام 2022. ومما سيحفز السيناريو المرتفع هذا رفع العقوبات عن السودان مما سيمكن البلد من الدخول في مبادرة البلدان الفقيرة المثقلة بالديون من أجل تصفية المتأخرات. وفي إطار السيناريو المنخفض، تُشكل الاختلالات الكبيرة والسياسات الفضفاضة توقعات تنذر بالقلق دون أن تصاحبها إصلاحات على صعيد السياسات. وفي غياب التدابير التصحيحية، من المرجح أن يبقى النمو ضعيفاً للغاية في المدى المتوسط مع بقاء الاستثمار عند حدوده الدنيا وتراجع الاستهلاك (انظر الذيل الثاني).
- 4- **الفقر:** يُصنّف السودان في المرتبة الثامنة والستين بعد المائة بين 189 بلداً في مؤشر التنمية البشرية (2019) وحصل على تصنيف بلغ 0.507 في فئة التنمية البشرية المنخفضة. ويبلغ مستوى الفقر الوطني نسبة 52.3 في المائة وفقاً لبرنامج الأمم المتحدة الإنمائي<sup>4</sup>. ويبلغ الفقر الريفي معدلات أعلى كثيراً، إذ يصل إلى نسبة 58 في المائة في قطاع الزراعة البعلية بسبب الهشاشة وبعد المسافات ومحدودية فرص العمل، وسوء إدارة الموارد الطبيعية وحوكمتها. ويأتي الضغط الإضافي على سُبل وصول أصحاب الحيازات الصغيرة إلى الأراضي والموارد من التوسع في ميكنة الزراعة وأنشطة التعدين في المناطق التي تستخدمها عادة مجتمعات الرعاة الزراعيين أصحاب الحيازات الصغيرة. وتقع أشد الأضرار على الأسر التي تمتلك قطعاً صغيرة ومزارع صغيرة في المناطق البعلية. وهناك حساسية متأصلة تجاه كميات الأمطار، مما يجعل تغيّر المناخ عاملاً حاسماً مؤثراً على الاقتصاد وسُبل العيش والأمن الغذائي (انظر الذيلين الثالث والرابع).

<sup>1</sup> تقرير صندوق النقد الدولي، يونيو/حزيران 2020.

<sup>2</sup> <https://www.imf.org/en/Countries/SDN#whatsnew>

<sup>3</sup> التقرير القطري لصندوق النقد الدولي رقم 289/20، أكتوبر/تشرين الأول 2020.

<sup>4</sup> برنامج الأمم المتحدة الإنمائي، 2019.

- 5- **الاعتبارات الجنسانية:** يُصنّف السودان في المرتبة الأربعين بعد المائة بين 159 بلداً في مؤشر عدم المساواة بين الجنسين لبرنامج الأمم المتحدة الإنمائي.<sup>5</sup> وتكسب النساء أقل بكثير مما يكسبه الرجال. ويبلغ معدل الإلمام بالقراءة والكتابة حوالي 50 في المائة بين الشابات الريفيات في السودان. ويبلغ معدل مشاركة النساء في سوق العمل 24.3 في المائة مقابل 72.2 في المائة للرجال. وتُشكل النساء نسبة 78 في المائة من الشريحة السكانية النشطة اقتصادياً العاملة في الزراعة مقارنة بنسبة 57 في المائة فقط للرجال (انظر الذيلين الثالث والرابع).
- 6- **الشباب:** يُشكل الشباب نسبة 23 في المائة من مجموع السكان، ومنهم 55 في المائة فقراء. وتنتشر الأمية بين ثلث البنات وربع الأولاد الذين تتراوح أعمارهم بين 15 و24 عاماً. ولا يزال الإقبال على التعليم منخفضاً، لا سيما في المناطق الريفية ومناطق البدو الرُحْل التي لا يحصل فيها كثير من الشباب على قسط كبير من التعليم أو لا يحصلون على أي تعليم بعد المرحلة الابتدائية. ولا تتوفر لدى الشباب سوى فرص عمل قليلة، نظراً لافتقارهم إلى الفرص الضرورية للحصول على التمويل ومهارات إدارة الأعمال (انظر الذيلين الثالث والرابع).
- 7- **السكان الأصليون والأقليات:** تبلغ نسبة العرب 70 في المائة بين السودانيين. وهناك أيضاً أقليات كبيرة من الأفارقة السود (الفور، والبجا، والنوبيون، والفلاتة) وأدى التزاوج والتعايش بين الشعوب العربية والأفريقية في السودان إلى طمس الحدود العرقية لدرجة أن التمييز بينها بات أمراً غير ممكن. وعادت الحدود العرقية إلى الظهور نتيجة لعقود من النزاع الذي أجبه التلاعب السياسي بالهوية.
- 8- **التغذية:** يُصنّف السودان في المرتبة الثانية عشرة بعد المائة بين 119 بلداً في مؤشر الجوع العالمي لعام 2019<sup>6</sup>، مما يدل على هشاشة الأمن الغذائي والتغذوي وتفشي نقص التغذية. ويبلغ معدل سوء التغذية المزمن 38 في المائة. ويُمثّل السودان واحداً من 14 بلداً يعيش فيها 80 في المائة من الأطفال المصابين بالتقرم في العالم. ووفقاً لمؤسسة الأمم المتحدة لرعاية الطفولة (اليونيسف)، ينشأ سوء التغذية بسبب ارتفاع تكاليف الغذاء والفقر ونقص المغذيات الأساسية في الغذاء. ويؤدي سوء ظروف المياه والصرف الصحي وارتفاع معدلات انتشار الأمراض إلى تضخيم هذه المشكلات<sup>7</sup> (انظر الذيلين الثالث والرابع).
- 9- **الهشاشة:** يندرج السودان في قائمة البنك الدولي<sup>8</sup> للبلدان التي تعاني من مستويات عالية من الهشاشة المؤسسية والاجتماعية، وقُدّرت درجة تقديره السياساتي القطري والمؤسسي بـ 2.47. وتسببت الحرب الأهلية والمجاعة في جنوب السودان والأحداث الأخيرة في إريتريا وإثيوبيا في دفع أعداد كبيرة من اللاجئين إلى التماس الملاذ الآمن في السودان، مما أدى إلى فرض ضغوط على الموارد التي استنفدت بالفعل، خاصة في الولايات الحدودية. وتندلع النزاعات الداخلية في كثير من الأحيان بين القبائل بشأن الحصول على الموارد الطبيعية (انظر الذيلين الثالث والرابع والخامس).
- 10- **آثار جائحة كوفيد-19:** بلغ عدد الإصابات بجائحة كوفيد-19 المُبلغ عنها حوالي 20 000 حالة و2 000 حالة وفاة بحلول نهاية عام 2020. وبالإضافة إلى تدهور الأوضاع الاجتماعية والاقتصادية، تشمل آثار جائحة كوفيد-19 على إنتاج المحاصيل الحقلية التي يزرعها صغار المزارعين: (1) عدم القدرة على نقل المنتجات إلى الأسواق؛ (2) ازدياد خسائر ما بعد الحصاد؛ (3) فقدان الوظائف في مواسم الركود، خاصة بين الشباب، بسبب تدابير الإغلاق.

<sup>5</sup> برنامج الأمم المتحدة الإنمائي، 2019.

<sup>6</sup> <https://www.globalhungerindex.org/pdf/en/2019/Sudan.pdf>

<sup>7</sup> اليونيسيف، 2020.

<sup>8</sup> <https://www.worldbank.org/en/topic/fragilityconflictviolence/brief/harmonized-list-of-fragile-situations>

11- **الزراعة:** يعتمد الاقتصاد السوداني اعتمادا كبيرا على الزراعة التي يعمل فيها 43 في المائة من القوة العاملة وفقا لبيانات منظمة الأغذية والزراعة للأمم المتحدة<sup>9</sup> وتمثل 34 في المائة من الناتج المحلي الإجمالي<sup>10</sup>. وعلى الرغم من أن القطاع يعمل دون إمكاناته فإنه يُصدّر مجموعة متنوعة من محاصيل المواد الخام، بما فيها القطن والسّمسم والصبغ العربي وال فول السوداني والذرة الرفيعة والكرديه وبذور البطيخ والثروة الحيوانية (وبشكل أساسي المجترات الصغيرة). ويغطي القطاع البعلي التقليدي حوالي 9 ملايين هكتار ويشمل أفقر المزارعين وأكثرهم ضعفا. ويتألف القطاع من وحدات أسرية تزرع ما يتراوح بين هكتارين و50 هكتارا لإدرار الدخل وتحقيق مستوى الكفاف. وتنخفض الغلات وتتأثر بتغير المناخ. وتنخفض عمليات التجهيز في مرحلة ما بعد الحصاد وعمليات إضافة القيمة إلى ما دون الإمكانيات بكثير. وخلافا للحالة في قطاع الزراعة البعلية، فإن الحصول على موارد مائية من نهر النيل لغرض الري يُمكن من مزاولة الزراعة الكثيفة ويحسن من سُبل الحصول على التمويل الريفي والمدخلات وخدمات الإرشاد. وتقل حدة الفقر الريفي في مناطق الزراعة المروية مقارنة بمناطق الزراعة البعلية التي تشغل 90 في المائة من مساحة السودان (انظر الذيلين الثالث والرابع).

## ثانيا- سياسة الحكومة والإطار المؤسسي

12- يعوّل السودان على الخطة الاستراتيجية الوطنية الربع قرنية (2007-2031) التي وضعت التزاما قويا بتحقيق أهداف التنمية المستدامة. وتلتزم الحكومة الحالية التزاما راسخا بتعزيز زراعة أصحاب الحيازات الصغيرة في المناطق البعلية. وتعكف حاليا على صياغة وثيقة استراتيجية كاملة للحد من الفقر. وتشكل هذه الوثيقة إطار السياسات الذي يحظى بالأولوية العليا، وهي تعالج أسباب الفقر التالية: (1) قضايا الحوكمة التي تنبع من الافتقار إلى السياسات المراعية لمصالح الفقراء؛ (2) الضعف المؤسسي البيئي الذي يجعل المؤسسات عاجزة عن تقديم الخدمات الأساسية إلى الفقراء؛ (3) الافتقار إلى مجتمع مدني نابض ومنظم للتأثير على سياسات الحكومة وبرامجها التي تخدم مصالح الفقراء؛ (4) خدمات التمويل البالغ الصغر المحدودة التي لا تأتي في الوقت المناسب والتي يصعب الحصول عليها من أجل الأنشطة الزراعية؛ (5) الموارد الطبيعية غير المستغلة بصورة جيدة، إلى جانب الآثار المدمرة الناجمة عن تغير المناخ وموجات الجفاف المتتالية التي تؤدي إلى ركود الاقتصاد الريفي؛ (6) انتشار النزاع على مستوى المجتمع المحلي بين الرعاة والمزارعين بسبب الأراضي والمياه والمراعي وطرق الماشية.

13- ونظرا إلى ما يتمتع به قطاع الزراعة من إمكانيات كبيرة في دفع عجلة الاقتصاد الوطني والحد من الفقر، تعتبر الحكومة أن الاستثمارات الزراعية أولوية عليا، وهو ما تُعبّر عنه مسارات العمل التالية: تطوير سلاسل القيمة والوصول إلى الأسواق؛ وتطوير خدمات الدعم الزراعي؛ وزيادة الإنتاج والإنتاجية الزراعية؛ وتحقيق الأمن الغذائي؛ وبناء القدرة على الصمود في وجه تغير المناخ.

## ثالثا- انخراط الصندوق: الدروس المستفادة

14- تتألف حافظة الصندوق الحالية من ثلاث عمليات نشطة: برنامج تسويق الثروة الحيوانية والقدرة على الصمود، ومشروع التنمية المتكاملة للزراعة والتسويق، وبرنامج سُبل العيش والموارد الطبيعية المستدامة. ووصلت العمليات السابقة المنفذة في الفترة من عام 2013 إلى عام 2020 إلى 2.2 مليون مستفيد ينتمون إلى 200 000 أسرة تقريبا. وأشارت استقصاءات أثر العمليات المنجزة - مشروع تنمية البذور، وبرنامج إدارة الموارد في غرب السودان، ومشروع التنمية الريفية المتكاملة في البطانة، ومشروع دعم صغار المنتجين في قطاع

<sup>9</sup> منظمة الأغذية والزراعة، 2019.

<sup>10</sup> البنك الدولي، 2019.



الزراعة البعلية التقليدية في ولاية سنار - إلى تحسينات إيجابية في مؤشر ملكية الأصول الأسرية (زيادات في عدد رؤوس الماشية والأغنام والماعز للأسرة بحوالي 194 و25 و62 في المائة على التوالي)، وزيادة نسبتها 100 في المائة في الأصول الدائمة المملوكة للأسرة، وزيادة نسبتها 40 في المائة في الأصول الاقتصادية المملوكة للأسرة. وارتفعت نسبة الأسر التي تُخزّن المحاصيل من 49.2 في المائة إلى 66.8 في المائة، وانخفضت نسبة الأسر التي تعاني من نقص الأغذية من 48.6 في المائة إلى 31.7 في المائة، وازداد حصول الأسر على الغذاء من ثمانية أشهر في السنة إلى 12 شهرا كاملة. وأكد تقييم الاستراتيجية القطرية والبرنامج القطري لعام 2020 النتائج المهمة التي تحققت من حيث زيادة المداخل والأمن الغذائي للمستفيدين، ولا سيما النساء. وأكد التقييم أيضا تحقيق زيادة مستدامة في الإنتاجية الزراعية والإنتاج والإدارة المستدامة للموارد الطبيعية. وأشارت تقارير إنجاز المشروعات وتقييم الاستراتيجية القطرية والبرنامج القطري إلى أن أداء برنامج الفرص الاستراتيجية القطرية كان أقل نجاحا في تعبئة التمويل المشترك المحلي والتمويل الريفي المستدام لصالح الفقراء والتنمية الشاملة لسلاسل القيمة. وسيكفل برنامج الفرص الاستراتيجية القطرية هذا إجراء تقديرات واقعية للتمويل المشترك المحلي وتوسيع نطاق التمويل الريفي كي يخدم المنتجين أصحاب الحيازات الصغيرة والمشروعات الصغيرة والمتوسطة على طول سلاسل القيمة المختارة.

15- وكما جاء في استعراض إنجاز برنامج الفرص الاستراتيجية القطرية السابق وتقييم الاستراتيجية القطرية والبرنامج القطري، فقد دُمجت الدروس المستفادة من تنفيذ البرنامج السابق في برنامج الفرص الاستراتيجية القطرية الحالي. وتشمل أهم الدروس المستفادة ما يلي:

16- **نهج شامل لتحسين حوكمة الموارد الطبيعية.** ونظرا إلى الترابط بين الموارد الطبيعية وإنتاج المحاصيل والإنتاج الحيواني والمستخدمين، فإن من الأهمية بمكان أن تشارك مجموعات المصالح المختلفة في عمليات وضع القواعد واللوائح التنظيمية لإدارة الموارد الطبيعية. ويتسم إنشاء شبكات مجتمعية من أجل إدارة الموارد الطبيعية بأهمية كبيرة في تعزيز الحوار المجتمعي حول إدارة الموضوعات الحساسة والحوكمة العادلة للموارد. وسيجري تعزيز ذلك من خلال مشاركة الشبكات والمجتمعات المحلية في صنع القرار ومن خلال تمكين مجموعات النساء والشباب. وفي هذا الصدد، كان نجاح مشروع التنمية الريفية المتكاملة في البطانة في تعزيز حوكمة إدارة الموارد الطبيعية في منطقة المشروع حاسما لتحقيق حصائل المشروع على صعيد حل النزاع.

17- **ويُسهم تعزيز التمويل البالغ الصغر لصالح الفقراء** بدور أساسي في تمكين المنتجين أصحاب الحيازات الصغيرة والمشروعات الصغيرة والمتوسطة من الاستثمار في الزراعة وأنشطة ما بعد الحصاد. ونجحت برامج التمويل البالغ الصغر السابقة في الوصول إلى المنتجين الفقراء، ولا سيما النساء. وحفّز النجاح الاقتصادي لمجموعات النساء تكوين مجموعات من الرجال من ذوي السلوك الادخاري النشط.

18- **يُعدّ تعزيز الروابط بين المنتجين أصحاب الحيازات الصغيرة والجهات الفاعلة في القطاع الخاص** أمرا أساسيا لاستدامة استثمارات التخفيف من الفقر الريفي. ونجحت الجهات الفاعلة في القطاع الخاص التي تتراوح بين الشركات العريقة (مثل شركات إنتاج البذور، وشركات التجهيز الكبيرة) ومقدمي الخدمات على النطاق الأصغر وموردي المدخلات في القرى وحولها (مثل خدمات الرش وخدمات الآلات وتجار المنتجات الزراعية) في وضع ترتيبات أعمال تعاقدية مع المجموعات المستهدفة بعد إنجاز المشروع بما يحقق مصالح جميع الأطراف.

19- وفيما يتعلق بالتنفيذ والإدارة المالية في برنامج الفرص الاستراتيجية القطرية، تراوح الأداء بين غير مُرضٍ إلى حد ما ومُرضٍ إلى حد ما. وترجع نقاط الضعف أساسا إلى انخفاض القدرات إلى ما دون المستوى الأمثل للموظفين الحكوميين المنتدبين إلى وحدات إدارة المشروعات، وسيعالج ذلك من خلال التدريب الموسّع، وإلى عدم كفاية المخصصات أو التأخر في تحويل المساهمات النقدية النظيرة. ومع ذلك، فقد تحسّنت المساهمات

النقدية النظرية في العامين الماضيين، وستوضع تقديرات واقعية أثناء تنفيذ برنامج الفرص الاستراتيجية القطرية هذا (انظر الذيل السادس).

## رابعاً – الاستراتيجية القطرية

### ألف – الميزة النسبية

20- الصندوق هو أكبر ممول للتنمية الريفية والزراعية. وترى الحكومة أنه يسهم بدور رئيسي في تعزيز التحول الريفي الشامل والمستدام بفضل قدرته على نقل الدراية الفنية والخبرة الطويلة في تمويل سلاسل القيمة الزراعية المراعية لمصالح الفقراء، وبناء القدرة على الصمود. ويتمتع الصندوق بوضع فريد مع الحكومة من حيث الجمع بين التمويل الميسر، والاستفادة من موارد المانحين الآخرين، وحوار السياسات، والاستهداف المركز، والقدرة على ضمان الأثر على نطاق واسع.

### باء- المجموعة المستهدفة واستراتيجية الاستهداف

21- **المجموعة المستهدفة:** ستستفيد تدخلات برنامج الفرص الاستراتيجية القطرية أساساً من (1) المزارعين أصحاب الحيازات الصغيرة الفقراء، والرعاة الزراعيين، والرعاة المستقرين والرحل ومنظماتهم؛ (2) أصحاب المشروعات الزراعية ومنظماتهم المشاركة في سلاسل القيمة الرئيسية المراعية لمصالح الفقراء. وستبذل جهود خاصة للوصول إلى النساء (60 في المائة) والشباب (40 في المائة).

22- **استراتيجية الاستهداف:** في ضوء الموقع الجغرافي وبناءً على طلب الحكومة، سيركز برنامج الفرص الاستراتيجية القطرية على الزراعة البعلية. وخلافاً للمنتجين في مناطق الزراعة المروية على طول ضفاف نهر النيل، يعاني أصحاب الحيازات الصغيرة في الولايات الغربية والوسطى والشرقية من تقلبات خطيرة في أنماط هطول الأمطار، مما يؤثر على إنتاجية المحاصيل ويسبب الهشاشة والفقير. وسيركز برنامج الفرص الاستراتيجية القطرية على الولايات التالية: نهر النيل، والخرطوم، والجزيرة، والقضارف، وكسلا، وسنار، وشمال وجنوب وغرب كردفان، والنيل الأبيض، والنيل الأزرق. وتعاني هذه الولايات من الضعف في مواجهة تغير المناخ، وترتفع فيها معدلات الفقر التي تتراوح بين 26 و60 في المائة، إلى جانب سوء التغذية الذي يتراوح بين 14 و20 في المائة. وستؤثر الأنشطة التي يدعمها برنامج الفرص الاستراتيجية القطرية على الأصول التي يشيع استخدامها في المجتمعات المحلية، مثل الموارد المائية، والمراعي، ومرافق التخزين. وكما يتبين من مشروع التنمية الريفية المتكاملة في البطانة، سيجري استهداف مجموعة من المجتمعات المحلية التي تتقاسم نظاماً إيكولوجياً مشتركاً بدلاً من استهداف الأفراد من المنتجين أو المجتمعات المحلية المعزولة. ولا تصلح هذه الموارد المشتركة للاستهداف الحصري. وفي ضوء التحديات المحددة أمام الوصول إلى الرعاة المتنقلين، سيركز الاستهداف على الفئات التي تعاني تهميشاً نسبياً رغم إسهامها الكبير في الاقتصاد الزراعي وأهميتها كمستخدم للموارد الطبيعية. وأما الأنشطة الأخرى، مثل التمويل الريفي، والمشروعات الصغيرة والمتوسطة، والحدائق المنزلية أو الجبراقة والتدريب، فهي بحكم تعريفها ذاتية الاستهداف وأقل جاذبية لمجموعات النخبة المحلية (انظر الذيل الرابع).

### جيم – الغاية الشاملة والأهداف الاستراتيجية

23- انطلاقاً من برنامج الفرص الاستراتيجية القطرية السابق، وفي ظل التركيز المتزايد على إضافة القيمة، تتمثل غاية برنامج الفرص الاستراتيجية القطرية في المساهمة في الحد من الفقر وانعدام الأمن الغذائي والضعف وبطالة الشباب في المجتمعات المحلية الريفية. وستضاف قيمة من خلال الاستثمار في سلاسل القيمة المخترارة ذات الأثر الكبير على سبل معيشة الفقراء الريفيين وبيئاتهم الهشة، مثل الصمغ العربي، والسمن، والثروة

الحيوانية، والنباتات العشبية والطبية والعطرية العضوية، مثل الكركديه والتبليدي. ويشمل برنامج الفرص الاستراتيجية القطرية هدفين استراتيجيين يستجيبان مباشرة لتحول الحكومة بعد الثورة من نهج قصير الأجل في تخفيف جوانب الضعف نحو الزراعة المستدامة طويلة الأجل، مع التركيز على تحديث القطاع وتصنيعه من أجل تعزيز سلاسل القيمة الحيوية.

24- **الهدف الاستراتيجي 1: تعزيز قدرة السكان الريفيين الضعفاء ونُظم إنتاجهم على الصمود في وجه انعدام الأمن الغذائي والتغذوي وتغيّر المناخ، مع التركيز على الممارسات الزراعية الجيدة والبنية التحتية الريفية القروية، مثل الطرق الريفية والري. وتتمثل الحصائل المتوقعة في: (1) اعتماد الأسر الريفية على الزراعة الذكية مناخياً؛ (2) حصول الأسر الريفية على أغذية غنية بالمغذيات وأساليب تغذوية محسّنة. ويتفق الهدف الاستراتيجي 1 مع أهداف التنمية المستدامة 1، و2، و5، و6، و12، و13، و15.**

25- **الهدف الاستراتيجي 2: تحسين أداء سلاسل القيمة الزراعية الرئيسية التي تُهيئ فرص العمل والثروة لسكان الريف. وتتمثل الحصائل المتوقعة في: (1) تحسين الخدمات المالية وغير المالية المتاحة لأصحاب الحيازات الصغيرة، وبخاصة النساء والشباب؛ (2) تعزيز الصلات بأسواق المدخلات والمخرجات في سلاسل القيمة الزراعية الرئيسية؛ (3) تحسين تنظيم أصحاب المصلحة ومنظمات المزارعين؛ (4) تعزيز المشروعات الصغيرة والمتوسطة وفرص العمل التي تتوفّر لها مقومات الاستدامة، وذلك أساساً من خلال الاستثمار في مرافق التخزين والتجهيز ومنافذ الأسواق القروية. ويتفق الهدف الاستراتيجي 2 مع أهداف التنمية المستدامة 1، و2، و8، و12، و15.**

26- **وتستند نظرية التغيير في برنامج الفرص الاستراتيجية القطرية إلى توسيع نطاق التوجهات الرئيسية للصندوق في السودان وتعظيم أثرها: (1) تحقيق زيادات في الإنتاجية الزراعية، مع زيادة التركيز على إدارة الموارد الطبيعية والقدرة على الصمود في وجه تغير المناخ والتكيف معه؛ (2) تنمية سلاسل القيمة الشاملة، مع تعزيز دور القطاع الخاص ومنظمات المزارعين وتعميم الجوانب التغذوية في الوقت نفسه؛ (3) تعزيز التمويل الريفي الذي يراعي مصالح الفقراء. وتفترض نظرية التغيير تحقيق زيادة في إنتاجية الزراعة البعلية في المجتمعات المحلية (من خلال تعزيز الزراعة الذكية والبنية التحتية الريفية القادرة على الصمود) بالاقتران مع روابط السوق الخلفية والأمامية، وتقوية منظمات المزارعين، وأنشطة إدرار الدخل، لضمان زيادة الإنتاج الزراعي وتسويق الفائض. ومن خلال الوصول إلى معلومات السوق وتعزيز مرافق التخزين والتجهيز ومنافذ الأسواق القروية، ستضمن تنمية المشروعات الريفية توظيف فائض العمالة الريفية الشابة بما يحقق إنتاجية أكبر، وستوفّر الخدمات للجهات الفاعلة في سلاسل القيمة. ومع بقاء 10 سنوات فقط لتحقيق أهداف التنمية المستدامة، تُشكل آثار الصدمات الحرجة - بما في ذلك ازدياد التقلبات المناخية والتأثيرات الاقتصادية والاجتماعية لجائحة كوفيد-19 - خطراً يُهدّد جهود القضاء على الفقر والجوع. واستجابة لطلبات الحكومة الانتقالية وأولوياتها، سيستفيد برنامج الفرص الاستراتيجية القطرية من الإنجازات والدروس المستفادة من برنامج الفرص الاستراتيجية القطرية السابق للتحول أكثر من السوق المحلية نحو الأسواق الوطنية والدولية فيما يتعلق بمنتجات زراعية مختارة عالية القيمة، وذلك من خلال تعزيز سلاسل القيمة الشاملة. ويرجع ذلك إلى الوضع السياسي الراهن الذي بات مواتياً أكثر لدفع عجلة صادرات المحاصيل والمنتجات الحيوانية بعد رفع العقوبات وتحسين بيئة أنشطة الأعمال وبالتالي تحسين سُبل معيشة السكان الفقراء في المناطق الريفية.**

27- **وستُعالج مواضيع التعميم لفترة التجديد الثاني عشر لموارد الصندوق كالتالي: (1) ستشكل التدابير المتعلقة بتغيّر المناخ جزءاً من تصميم البرامج الاستثمارية، مع التركيز بوضوح على التكيف باعتبار ذلك الأولوية الأولى والأهم في الإجراءات المناخية في السودان وجزءاً رئيسياً من مساهمته المحددة وطنياً<sup>11</sup>؛ (2) ستبلغ**

<sup>11</sup> صدّق السودان على اتفاق باريس في سبتمبر/أيلول 2017 وقدم أول مساهمة معتمدة محددة وطنياً كأساس لمساهمته المحددة وطنياً. ويشمل ذلك تدابير للتخفيف والتكيف يسعى السودان إلى اتخاذها من أجل تحقيق هدف اتفاقية الأمم المتحدة الإطارية بشأن تغيّر المناخ

نسبة النساء والشباب 50 في المائة و30 في المائة من المستفيدين على التوالي، مع وضع خطط عمل لتعميم المواضيع الجنسانية والشباب أثناء مرحلة تصميم البرامج؛ (3) سيجري تعميم التغذية عن طريق اختيار المحاصيل المراعية للتغذية في تنمية سلاسل القيمة والحدائق المنزلية (الجبراه).

28- وتتواءم الأهداف الاستراتيجية مع مجالات التركيز الخمسة المترابطة لإطار عمل الأمم المتحدة للمساعدة الإنمائية للفترة 2018-2021: (1) التنمية الاقتصادية والحد من الفقر؛ (2) البيئة والقدرة على الصمود في وجه تغير المناخ وإدارة مخاطر الكوارث؛ (3) الخدمات الاجتماعية؛ (4) الحوكمة وسيادة القانون وتنمية القدرات المؤسسية؛ (5) الاستقرار المجتمعي.

## دال- قائمة تدخلات الصندوق

29- **القروض والمنح.** تتألف حافظة الصندوق الحالية من ثلاثة مشروعات: برنامج تسويق الثروة الحيوانية والقدرة على الصمود، ومشروع التنمية المتكاملة للزراعة والتسويق، وبرنامج سبل العيش والموارد الطبيعية المستدامة. وسيعتمد برنامج الفرص الاستراتيجية القطرية نهجا برنامجيا في تصميم برنامج جديد، هو برنامج تنمية سلاسل قيمة أنشطة الأعمال الزراعية الشاملة. وتماشيا مع تركيز التجديد الثاني عشر لموارد الصندوق على النهج البرنامجي، سيغطي البرنامج دورتين من دورات نظام تخصيص الموارد على أساس الأداء في فترتي التجديدين الثاني عشر والثالث عشر لموارد الصندوق (فعالية تكاليف التصميم). وفي إطار النظام الإيكولوجي للقطاع الفرعي البعلي، هناك ما لا يقل عن ثلاث سلاسل للقيمة الزراعية ذات الإمكانيات الكبيرة: الصمغ العربي، والسهم، والثروة الحيوانية لإنتاج اللحوم، بالإضافة إلى النباتات العشبية والطبية والعطرية، مثل الكركديه والتبدي. وكما أكدت دراسة أخيرة أجراها البنك الدولي<sup>12</sup>، توفر سلاسل القيمة هذه فرصة ممتازة لتمكين المزارعين أصحاب الحيازات الصغيرة الفقراء والقوة العاملة في أطراف السودان عن طريق الدخول في شراكات بين القطاعين العام والخاص والجهات الفاعلة المحلية والوطنية والمستوردين الدوليين لزيادة القيمة المضافة للمنتجين أصحاب الحيازات الصغيرة الفقراء، بما يشمل النساء والشباب. وسيكمل مشروع تنمية سلاسل قيمة أنشطة الأعمال الزراعية الشاملة المشروعات السابقة والجارية التي ساعدت أصحاب الحيازات الصغيرة على زيادة الإنتاجية والإنتاج وتجاوز الإنتاج إلى التجهيز والتسويق والتصدير. وبالإضافة إلى مخصصات دورتي نظام تخصيص الموارد على أساس الأداء، يمكن استكشاف فرص استعادة القطاع الخاص السوداني من أدوات الصندوق المالية الجديدة، مثل الصندوق الرأسمالي للأعمال الزراعية وبرنامج تمويل القطاع الخاص بما يتفق مع استراتيجية الصندوق للانخراط مع القطاع الخاص 2019-2024.

30- **المشاركة في السياسات على المستوى القطري.** عرض برنامج الفرص الاستراتيجية القطرية للفترة 2013-2020 عددا من المجالات الممكنة لحوار السياسات. وبينما تحققت نتائج ملحوظة في كثير من المجالات، لا يزال التقدم الملموس على صعيد السياسات متواضعا. وسيزيد برنامج الفرص الاستراتيجية القطرية الحالي تعزيز مشاركة الصندوق في السياسات على المستوى الاتحادي وعلى مستوى الولايات من خلال المكتب القطري للصندوق وبالتنسيق مع سائر الجهات المانحة، وستنصب النتائج الميدانية للمشروعات في جدول أعمال السياسات. وسيجري تعزيز المشاركة في السياسات من خلال مراكز تنسيق سياسات إدارة الموارد

وأولوياته الإنمائية الوطنية. وتُشكل الموازنة بين أهداف التنمية المستدامة والمساهمة المعترمة وطنيا مدخلا للنظر في مدى التوافق المحتمل بين المناخ وأهداف التنمية المستدامة في البلد. ويتفق توجه برنامج الفرص الاستراتيجية القطرية للصندوق مع توجه المساهمة المعترمة المحددة وطنيا وأهداف التنمية المستدامة، وتحديدًا أهداف التنمية المستدامة 1، و2، و5، و6، و12، و13، و15. وترد تفاصيل تحليل الموازنة في الملحق 4 من تحليل إجراءات التقدير الاجتماعي والبيئي والمناخي.

<sup>12</sup> البنك الدولي، تحليل سلاسل القيمة الزراعية في السودان، يونيو/حزيران 2020.

الطبيعية الإقليمية الثلاثة المقرر إنشاؤها في إطار مشروع سُبُل العيش والموارد الطبيعية المستدامة. وتشمل المجالات الرئيسية ذات الأولوية لمشاركة الصندوق في السياسات ما يلي:

(أ) **تحسين الإطار المؤسسي للإدارة المستدامة للموارد الطبيعية:** هناك نُظُم متوازية متعددة لإدارة الموارد الطبيعية وتسييرها، مما يؤدي إلى حالة من الارتباك في ترتيبات حيازة الأراضي وتضارب في القوانين والسياسات التي تجعل حقوق المستخدمين عرضة للخلاف وتسبب نزاعات في بعض الأحيان. وانطلاقاً من الإنجازات التي حققها مشروع التنمية الريفية المتكاملة في البطانة، سيشارك صانعو السياسات الحكوميين على المستوى الاتحادي وعلى مستوى الولايات في وضع إطار موحد لإدارة الموارد الطبيعية من أجل تحقيق تحسين مستدام في إدارة المراعي وترسيم الحدود وتنظيم طرق الماشية ومراقبة الأمراض الحيوانية، وفرض الضرائب، ومعايير الجودة والتجارة، وتحديد حقوق استخدام واضحة للرعاة وأصحاب الحيازات الصغيرة وكبار المنتجين.

(ب) **إنشاء نظام مستدام للبذور:** تمثلت إحدى الحصائل الرئيسية لبرنامج تنمية البذور في تهيئة بيئة مؤسسية وسياساتية تمكينية لقطاع البذور على نطاق البلد من أجل تعزيز السلطات ذات الصلة بالبذور، مثل قانون التقاوي الاتحادي، والمجلس القومي للأصناف والتقاوي، وهيئة البحوث الزراعية. ومن خلال الاستفادة من القدرات المؤسسية والتقنية المعززة التي ستنشأ عن ذلك، سيدخل برنامج الفرص الاستراتيجية القطرية في حوار بشأن السياسات من أجل إنشاء نظام للبذور. وسيشمل ذلك ما يلي: (1) التصديق على قانون التقاوي؛ و(2) اعتماد إدارة التقاوي الاتحادية تماماً من خلال امتثال معدات مختبرات البذور (المقدمة من برنامج تنمية البذور) على المستوى المركزي وعلى مستوى الولايات للمتطلبات التقنية التي تشترطها الجمعية الدولية لاختبار البذور.

(ج) **إنشاء نظام مالي ريفي مستدام لصالح الفقراء.** من الشروط الأساسية المسبقة للإنتاج الزراعي الناجح وإضافة القيمة حصول الجهات الفاعلة في سلاسل القيمة على التمويل. والوساطة المالية داخل القطاع الريفي منخفضة والأسواق والمؤسسات المالية غير المصرفية صغيرة وغير متطورة. وسيضمن برنامج الفرص الاستراتيجية القطرية زيادة مشاركة بنك السودان المركزي والبنك الزراعي السوداني في معالجة القيود المالية التي يعاني منها المنتجون أصحاب الحيازات الصغيرة والنساء والشباب الريفيين عن طريق توسيع نطاق مبادرة البنك الزراعي السوداني للتمويل البالغ الصغر (أبسمي) وبراءة وغيرها من مبادرات التمويل الريفي، مثل مبادرة الجدار الأخضر العظيم، ومبادرة التمويل الأخضر الشامل.

31- وسيجري تقديم **بناء القدرات** في ثلاثة مجالات رئيسية: (1) تعزيز القدرات التقنية والمؤسسية والتنظيمية لأصحاب المصلحة الرئيسيين على مستوى المجتمع المحلي، مثل المنظمات المجتمعية ووكلاء أنشطة الأعمال القروية، ومقدمي الخدمات؛ (2) تعزيز القدرات في مجال الإدارة الائتمانية وإدارة التوريد بين موظفي وحدة إدارة المشروعات والوكالات المنفذة الرئيسية؛ (3) بناء قدرات القطاع العام في مجال وضع السياسات والأطر التنظيمية ورصد المشروعات وتقييمها بين الموظفين المعنيين في الوزارات المسؤولة عن الزراعة والثروة الحيوانية والموارد السمكية والاقتصاد. وسيستخدم التعاون بين بلدان الجنوب والتعاون الثلاثي قدر المستطاع. وتُحدّد مصفوفة مخاطر التوريد تدابير من قبيل الرصد المستمر في المكتب القطري لضمان التزام الموظفين المعنيين ومقدمي العطاءات ومقدمي الخدمات بأرفع معايير الأخلاق والنزاهة أثناء التوريد وتنفيذ العقود الممولة من الصندوق. وعلاوة على ذلك، سيقدّم تدريب محدد على مكافحة الفساد من خلال دعم الصندوق لموظفي المشروعات والموظفين الحكوميين. وستكفل المساعدة التقنية التي ستقدّم من خلال تعيين أخصائيين في التوريد أيضاً دعم وظائف التوريد.

32- **إدارة المعرفة:** سيجري توليد المعارف من خلال مناقشات منظمة بين أصحاب المصلحة في حلقات العمل ودراسات الحالة التي يمكن تكميلها بالبيانات التي ستسفر عنها عمليات الرصد والتقييم والدراسات التي

سيصدر تكليف بإجرائها، واستعراضات التنفيذ. وستقام حلقات عمل منتظمة لتحفيز مناقشة الدروس المستفادة والتأثير في السياسة الوطنية بمشاركة من الأوساط الإنمائية وأصحاب المصلحة. وسيجري إعداد ملخصات تُوجز السياسات وكُنُيات ومنصات على شبكة الإنترنت. وبالإضافة إلى ذلك، ستقدّم وحدات إدارة المشروعات تقارير عن التقدم المحرز في إدارة المعرفة والاتصال.

- 33- **التعاون بين بلدان الجنوب والتعاون الثلاثي.** سيسعى برنامج الفرص الاستراتيجية القطرية إلى استخدام التعاون بين بلدان الجنوب والتعاون الثلاثي بدرجة كبيرة من خلال مرفق التعاون بين بلدان الجنوب والتعاون الثلاثي المشترك بين الصين والصندوق، والوكالة التركية للتنمية الدولية، وحساب الأمانة المشترك بين منظمة الأغذية والزراعة والصين للتعاون بين بلدان الجنوب والتعاون الثلاثي، مع التركيز على التدريب وبناء القدرات وتعريف الأخصائيين التقنيين وقيادات المزارعين بقصص النجاح وأفضل الممارسات في البلدان الأخرى. وسيشمل ذلك حلولاً مبتكرة ومُجربة لتنمية سلاسل القيمة الزراعية وبناء القدرة على الصمود في وجه الكوارث وتغيّر المناخ، وتقديم أحدث المعلومات عن الزراعة إلى المنتجين أصحاب الحيازات الصغيرة حول الإنتاج والأحوال الجوية وأسعار السوق وغير ذلك من المجالات المهمة من خلال الخدمات الرقمية.
- 34- **الاتصال وتوضيح الصورة:** ستركز استراتيجية الاتصال في برنامج الفرص الاستراتيجية القطرية على تعزيز منظمات المزارعين والشركات مع القطاع الخاص وأثر مشروعات سلاسل القيمة والتمويل الريفي. وسيجري تعزيز وضوح الصورة من خلال وسائط التواصل الاجتماعي والزيارات المتبادلة ومنتديات السياسات. وستشمل أيضاً منتجات الاتصال وثائق المشروعات ودراسات الحالة والأحداث المواضيعية في مجالات مثل إدارة الموارد الطبيعية والتجهيز ما بعد الحصاد والوصول إلى الأسواق.

### خامساً- الابتكارات وتوسيع النطاق لتحقيق نتائج مستدامة

- 35- **الابتكارات:** من الابتكارات المهمة في إطار برنامج الفرص الاستراتيجية القطرية الجديدة، انطلاقا من التعلم من المشروعات السابقة، اعتماد نهج المجموعات القائم على النظام الإيكولوجي الذي سيجري من خلاله استهداف مجموعة من المجتمعات المحلية التي تتقاسم نظاماً إيكولوجياً مشتركاً بدلاً من استهداف مجتمعات محلية منعزلة فردية. وسيكون هذا الابتكار مدفوعاً بعمليات تشاورية حول إدارة الموارد الطبيعية وتعزيز الشبكات المجتمعية والتعبئة. وسيجري تعزيز سلاسل القيمة الشاملة ذات الإمكانيات الكبيرة من خلال شركات مع الجهات الفاعلة في القطاع الخاص، مثل موردي المدخلات ومقدمي الخدمات، والمجهزين والمصدرين، لإنشاء روابط خلفية وأمامية مع المنتجين أصحاب الحيازات الصغيرة. ومن الابتكارات الأخرى تعزيز تكنولوجيا المعلومات من أجل الاتصال وتوفير الخدمات. ويستخدم الصندوق والشركاء الآخرون عدة أدوات لدعم المشروعات والبرامج في تحقيق أهدافها المتعلقة بمواضيع التعميم. ويعكف الصندوق على وضع خطة عمل بشأن تكنولوجيا المعلومات والاتصالات من أجل التنمية ويمتلك تكنولوجيا مناسبة للسودان، بما يشمل منصة 'نحن نربط المزارعين' (We Connect Farmers)<sup>13</sup> ومنصة الدراسة العالمية لتهج وتكنولوجيا حفظ الموارد<sup>14</sup> التي تُساعد على نشر الممارسات الجيدة وتبادلها.

- 36- **توسيع النطاق:** سيجري توسيع المبادرات المبتكرة في السياق المحلي التي أثبتت نجاحها في المشروعات السابقة والجارية في مناطق البرامج الجديدة والولايات الأخرى (من خلال برامج ممولة من الحكومة أو المانحين). ويشمل ذلك ما يلي: (1) المنتجات المالية المبتكرة، مثل مبادرة البنك الزراعي السوداني للتمويل الأصغر (أبسمي) وجماعات الادخار و الانتماء الأخرى، مثل مبادرة براعة، لتعزيز نظم التمويل الريفي الشامل؛ (2) منهجية دعم نظام تعلم العمل الجنساني لتيسير تمكين المرأة وتحقيق التكافؤ في توزيع المسؤوليات

<sup>13</sup> <http://www.weconnectfarmers.com>

<sup>14</sup> <https://www.wocat.net>

والموارد، والوعي التغذوي؛ (3) النظم التي تعمل بالطاقة الشمسية لتشغيل مرافق التخزين والتجهيز ونقاط المياه في القرى؛ (4) الزراعة الذكية مناخيا من خلال البحوث الزراعية التشاركية المراعية لمصالح الفقراء (بالتعاون مع مركز البحوث الزراعية)؛ (5) تعزيز استخدام الآلات في تمهيد الأراضي والزراعة وجني المحاصيل والبذور المحسنة (بالتعاون مع الجهات الفاعلة في القطاع الخاص)؛ (6) خدمات الإرشاد عن قرب (من خلال تعيين وكلاء الإرشاد المجتمعي).

## سادسا- تنفيذ برنامج الفرص الاستراتيجية القطرية

### ألف- الظروف المالي وأهداف التمويل المشترك

الجدول I

التمويل والتمويل المشترك الخاص بالصندوق للمشروعات الجارية والمزمعة  
(بملايين الدولارات الأمريكية)

المشروع	التمويل الخاص بالصندوق	التمويل المشترك		نسبة التمويل المشترك
		المحلي	الدولي	
<b>الجاري</b>				
برنامج تسويق الثروة الحيوانية والقدرة على الصمود	31 470 000	79 100 000	18 126 000	
مشروع التنمية المتكاملة للزراعة والتسويق	26 764 695	21 497 000	-	
برنامج الموارد الطبيعية المستدامة وسبل العيش	62 944 628	21 742 139	1 960 238	
<b>المزمع</b>				
برنامج تنمية سلاسل قيمة أنشطة الأعمال الزراعية الشاملة	60 000 000	30 000 000	50 000 000	1.34
<b>المجموع</b>	<b>181 000 000</b>	<b>122 000 000</b>	<b>53 000 000</b>	<b>1:1</b>

### باء- الموارد المخصصة للأنشطة غير الإقراضية

37- سيجري دمج الأنشطة غير الإقراضية في برنامج الاستثمار وكذلك من خلال التعاون بين بلدان الجنوب والتعاون الثلاثي، وستشمل هذه الأنشطة ما يلي: (1) المشاركة الجارية والمستقبلية في حوار السياسات، واجتماعات فريق الأمم المتحدة القطري، والمننديات الأخرى؛ (2) تجريب الابتكارات ونقل التكنولوجيا وتبادل المعرفة من خلال التعاون فيما بلدان الجنوب والتعاون الثلاثي؛ (3) أنشطة الاتصال.

### جيم- الشراكات الاستراتيجية الرئيسية والتنسيق الإنمائي

38- تماشيا مع إطار الأمم المتحدة للمساعدة الإنمائية والحوار والمشاورات مع فريق الأمم المتحدة القطري، يُنسق الصندوق مع وكالات الأمم المتحدة الأخرى حيثما أمكن. وطلب من منسق الأمم المتحدة المقيم المساهمة بمدخلاته في عملية تصميم برنامج الفرص الاستراتيجية القطرية. ويسعى الصندوق ومنظمة الأغذية والزراعة إلى دعم قضايا التنمية الزراعية الوطنية. ويشترك الصندوق ومنظمة الأغذية والزراعة في قيادة مجموعة للتنسيق بين المانحين في قطاع الزراعة، ويجري استكشاف مجالات التأزر مع منظمة الأمم المتحدة للتنمية الصناعية في قطاع الصناعات الزراعية من أجل الرقابة على الجودة وعمليات ما بعد الحصاد في سلاسل القيمة. وتساعد شراكة مع منظمة اليونيسف على منع تفشي الأمراض في منطقة البرنامج عن طريق بناء مراحيض ومحطات لغسل الأيدي والتوعية بالنظافة وتوفير المياه النظيفة. ويجري تشجيع تكوين شراكات

مع المؤسسات المالية الدولية، مثل البنك الدولي، ومع المانحين الإقليميين، بما يشمل فريق التنسيق العربي - البنك الإسلامي للتنمية، والصندوق العربي للإنماء الاقتصادي والاجتماعي وصندوق الأوبك للتنمية الدولية، وصندوق أبو ظبي، والهيئة العربية للاستثمار والإنماء الزراعي - لأغراض التمويل المشترك. وتُعد الهيئة العربية للاستثمار والإنماء الزراعي، ومقرها الخرطوم، شريكا استراتيجيا بصفة خاصة في نُظم إنتاج البذور (من خلال الزراعة التعاقدية مع الشركة العربية السودانية للبذور) والتمويل الريفي. ويمثل مصرف التنمية الأفريقي شريكا استراتيجيا آخر من خلال استراتيجيته لإطعام أفريقيا (الزراعة الشاملة الموجهة نحو أنشطة الأعمال التجارية). وستواصل دائرة إدارة البرامج وشعبة البيئة والمناخ والتميز بين الجنسين والإمماج الاجتماعي تعبئة التمويل بالمنح من الصندوق الأخضر للمناخ وبرنامج التأقلم المعزز لصالح زراعة أصحاب الحيازات الصغيرة، ومرفق البيئة العالمية، وصندوق التكيف من أجل بناء القدرة على الصمود في وجه تغير المناخ. وسيجري استطلاع فرص إضافية في سياق مبادرة الجدار الأخضر العظيم والتمويل الأخضر الشامل. وبالنظر إلى أن السودان من البلدان المشاركة في مبادرة الجدار الأخضر العظيم، سيستفيد برنامج الفرص الاستراتيجية القطرية من وضع الصندوق كمنسق للبرنامج الشامل لمبادرة الجدار الأخضر العظيم التابع للصندوق الأخضر للمناخ. وسينفذ أيضا مرفق البيئة العالمية برنامجا لتحقيق الأثر في إطار المبادرة المذكورة بالتنسيق من منظمة الأغذية والزراعة وبرنامج الأمم المتحدة للبيئة.

#### دال- مشاركة المستفيدين والشفافية

- 39- **مشاركة المستفيدين:** سيجري التشاور مع المستفيدين من البرنامج ومنظماتهم والعمل معهم من خلال اعتماد نهج تشاركية في الرصد والتقييم لتوجيه صنع القرار على المستوى المحلي، وتعزيز تنفيذ تدخلات فعالة، ومعالجة ما يستجد من قضايا أثناء تنفيذ البرامج. وسيجري الوقوف على تعقيبات المستفيدين من خلال مشاورات مع أصحاب المصلحة أثناء مرحلتي تصميم برامج الاستثمار وتنفيذها.
- 40- **الشفافية:** ستوضع ترتيبات أثناء تنفيذ برنامج الفرص الاستراتيجية القطرية لتعزيز الشفافية ووضوح الصورة ونتائج تدخلات الصندوق، وتلك الخاصة بالحكومات والشركاء المنفذين: نشر النتائج المالية وتقارير الإشراف وتقارير التقييم وتقارير تقدير الأثر وغيرها والإفصاح عنها.

#### هاء- ترتيبات إدارة البرنامج

- 41- قام المكتب القطري للصندوق في الخرطوم بإدارة الحافظة بفعالية في ظل الأجواء السياسية والاقتصادية الصعبة التي خيمت على السودان خلال العقد الأخير. وسيقوم المدير القطري والفريق المحلي للصندوق بإدارة برنامج الفرص الاستراتيجية القطرية من الخرطوم بدعم من الموظفين التقنيين في مقر الصندوق وفي المركز الإقليمي.

#### واو- الرصد والتقييم

- 42- سيجري رصد التنفيذ باستخدام ما يلي: (1) نظام إدارة النتائج التشغيلية؛ (2) بعثات الإشراف ودعم التنفيذ؛ (3) استقصاءات الحصائل السنوية. وستجري الحكومة بالاشتراك مع الصندوق استعراضا لنتائج برنامج الفرص الاستراتيجية القطرية في عام 2024 لتقدير مدى ملاءمة البرنامج وفعاليته وكفاءته وإجراء ما يلزم من تعديلات. وستقيم الاجتماعات السنوية التي ستعقد من أجل استعراض نتائج برنامج الفرص الاستراتيجية القطرية ما يتحقق من تقدم لاستخلاص الدروس وطرح التوصيات. وسيشهد عام 2026 استعراضا لإنجاز برنامج الفرص الاستراتيجية القطرية.



## سابعاً- إدارة المخاطر

الجدول 2

## المخاطر الرئيسية وتدابير التخفيف من آثارها

المخاطر	تصنيف المخاطر	تدابير التخفيف
مخاطر السياسة/ الحوكمة	عالية	بالنظر إلى الانتقال السياسي الذي يشهده السودان، سيعتمد تنفيذ برنامج الفرص الاستراتيجية القطرية على الكيانات المحلية والمنظمات المجتمعية. وفي حين أن معظم مناطق البرنامج المحتملة آمنة، سيواصل المكتب القطري رصد التطورات السياسية والأمنية عن كثب من خلال إدارة الأمم المتحدة لشؤون السلامة والأمن.
مخاطر الاقتصاد الكلي	عالية	سيساهم برنامج الفرص الاستراتيجية القطرية في بناء الأصول للسكان الريفيين الفقراء من أجل التقليل إلى أدنى حد من أثر عدم الاستقرار المالي والتضخم. وسيُعزز المكتب القطري الانضباط المالي للميزانيات المتفق عليها في الوزارات الاتحادية وعلى مستوى الولايات ذات الصلة، وسيقلل البرنامج إلى أدنى حد من مخاطر التخلف عن سداد الديون من خلال إصدار تنبيهات مبكرة وإجراء مناقشات مع وزارة المالية.
مخاطر الاستراتيجيات والسياسات القطاعية	متوسطة	دعم صياغة سياسات للزراعة وإدارة الموارد الطبيعية والمساهمة في حوار السياسات من خلال فريق التنسيق بين الماتحين في القطاع الزراعي.
مخاطر القدرات المؤسسية	متوسطة	برنامج تدريب شامل لموظفي الحكومة وأعضاء المنظمات المجتمعية.
مخاطر الحافظة	متوسطة	الرصد الوثيق للتقدم المحرز في الحافظة؛ وتوفير الدعم في إدارة المشروعات وإدارة المعرفة والرصد والتقييم.
المخاطر الائتمانية- الإدارة المالية	عالية	تعزيز نظم الرقابة الداخلية وآليات الإشراف، وتوفير التدريب المستمر وبناء القدرات ودعم التنفيذ.
المخاطر الائتمانية- التوريد	متوسطة	اعتماد نهج استباقي في الاستعراض المنهجي لأداء التوريد ومصفوفة المخاطر بما يتماشى مع الخطوط التوجيهية للتوريد في الصندوق.
المخاطر البيئية والمناخية	متوسطة	تعزيز الممارسات الزراعية القادرة على الصمود في وجه تغير المناخ، والطاقة المتجددة، وأنشطة إدراج الدخل من أجل تخفيف الضغوط الواقعة على الموارد الطبيعية.
المخاطر الاجتماعية	متوسطة	تعزيز فرص العمل للشباب الريف وفي سلاسل القيمة المجزية ومعالجة عدم المساواة بين الجنسين في المجتمعات المحلية الريفية من خلال تمكين المرأة الريفية.
إجمالي المخاطر	متوسطة	

## COSOP results management framework

Country strategy alignment	Related SDG and UNDAF outcomes	Key COSOP results			
		<i>Strategic objectives</i>	<i>Lending and non-lending activities for the COSOP period</i>	<i>Outcome indicators</i>	<b>Milestone indicators</b> (Progress will be tracked through progress reports and COSOP MTR and final review, and impact studies).
<ul style="list-style-type: none"> <li>Sudan Agricultural Revival Programme and National Agricultural Investment Plan (SNAIP): increasing productivity and efficiency of the production and processing stages; Promotion of exports of crops and livestock; achieving food security; reducing poverty and generating job opportunities and increasing per capita income; and protection of natural resources to ensure renewal and sustainability.</li> </ul>	<p><b>SDGs<sup>15</sup>:</b> SGD1; SDG2, SDG5; SDG 6; SDG7; SDG8; SDG12; SG13; SDG 15.</p> <p><b>UNDAF:</b> (i) poverty reduction; (ii) resilience to climate change; (iii) institutional capacity building.</p>	<p>The goal of the COSOP is to contribute to the reduction of poverty, food insecurity, vulnerability and youth unemployment in rural communities</p>	<p>Lending/investment activities</p> <ul style="list-style-type: none"> <li>Ongoing: LMRP, IAMDP, SNRLP</li> <li>Indicative pipeline (two PBAS): IVCDP</li> </ul> <p>Non-lending/non-project activities</p> <ul style="list-style-type: none"> <li>CLPE: Inclusive NRM, inclusive rural finance, Sustainable seed system</li> <li>Partnerships: RBA, IFIs, regional and bilateral donors, private sector companies</li> <li>SSTC: IFAD-China facility, TIKA, FAO-China trust Fund</li> <li>Knowledge management</li> </ul>	<ul style="list-style-type: none"> <li>5% reduction in per centage of stunted children below 5 years.</li> <li>70% of targeted HHs reporting 20% increase in income</li> </ul>	<ul style="list-style-type: none"> <li>XXX HHs or XXX of beneficiaries reached through different COSOP programme interventions<sup>16</sup> (at least 50% women and 30% youth). 60% Women reporting improvement in minimum dietary diversity (MDDW CI 1.2.8.)</li> </ul> <p>(Progress will be tracked through progress reports and COSOP MTR and CCR, and impact studies).</p>
<ul style="list-style-type: none"> <li>Sustainable increase of agricultural Production and Productivity</li> <li>Promotion of good agricultural practice and NRM for building resilience of rain-fed agriculture to climate change</li> </ul>		<p>SO1: Strengthen the resilience of vulnerable rural populations and their production systems to food and nutrition insecurity and climate change</p>	<p>Lending/investment activities</p> <ul style="list-style-type: none"> <li>Ongoing: LMRP, IAMDP, SNLRP</li> <li>Indicative pipeline (two PBAS): IVCDP</li> </ul> <p>Non-lending/non-project activities</p> <ul style="list-style-type: none"> <li>CLPE: Inclusive NRM, inclusive rural finance, Sustainable seed system</li> <li>Partnerships: RBA, IFIs and regional donors, private sector companies</li> <li>SSTC: IFAD-China facility, TIKA. FAO-China Trust Fund</li> </ul>	<ul style="list-style-type: none"> <li>70% HHs reporting average 50% increase in productivity</li> <li>XXX HHs report increase in production (CI 1.2.4.)</li> <li>60% HHs reporting adoption of environmentally/climate resilient technologies or practices (CI 3.2.2.);</li> </ul>	<ul style="list-style-type: none"> <li>60% of rural households adopt improved production practices/ technologies (CI 1.2.2)</li> <li>XXX Ha of land brought under climate-resilient management (CI 3.1.4./ASAP)</li> <li>XXX Groups supported to sustainably manage natural</li> </ul>

<sup>15</sup> SGD1 (no poverty); SDG2 (no hunger). SDG5 (gender equality); SDG7 (access to reliable energy); SDG8 (inclusive economic growth and productive employment). SDG12 (responsible production patterns), SG13 (climate change).

<sup>16</sup>LMRP, IAMDP and SNRLP

<ul style="list-style-type: none"> <li>Sustainable development of export oriented value chains and market access</li> </ul>			<ul style="list-style-type: none"> <li>Knowledge management</li> </ul>	<ul style="list-style-type: none"> <li>70% HHs reporting improved access to land, forests, water or water bodies for production purposes (CI 1.2.1.)</li> <li>60% Persons reporting reduction in dispute over use of land and natural resources</li> <li>80% of rural households have access to nutrients-rich food and improved nutritional methods.</li> </ul>	<p>resources and climate-related risks (CI 3.1.1/ASAP)</p> <ul style="list-style-type: none"> <li>Seed system fully operational</li> <li># International exposure visits of public technicians and FOs organised through SSTC.</li> <li>11 Policy-relevant knowledge products completed (Policy 1) in NRM</li> <li>XXX HHs provided with targeted support to improve their nutrition (CI 1.1.8)</li> </ul>
		<p>SO2: Improve the performance of key agricultural value chains that create employment and wealth for rural populations.</p>	<p>Lending/investment activities</p> <ul style="list-style-type: none"> <li>Ongoing: LMRP, IAMDP, SNLRP</li> <li>Indicative: IVCDP (two PBAS)</li> </ul> <p>Non-lending/non-project activities</p> <ul style="list-style-type: none"> <li>CLPE: Inclusive NRM, inclusive rural finance, Sustainable seed system</li> <li>Partnerships: RBA, IFIs, regional and bilateral Donors, private sector.</li> <li>SSTC: IFAD-China facility, TIKa, FAO-China Trust Fund</li> <li>Knowledge management</li> </ul>	<ul style="list-style-type: none"> <li>80% of farming households reporting a 50% increase in value of sales from selected VCs.</li> <li>20% reduction in unemployment of women, men and youth.</li> <li>XXX jobs created (40% women and 30% youth) (CI 2.1.1.)</li> </ul>	<ul style="list-style-type: none"> <li>XXX SMEs accessing business development services in COSOP programme area.</li> <li>XXX HHs accessing rural financial services (CI 1.1.5)</li> <li>XXX Rural producers' organizations engaged in formal partnerships/ agreements or contracts with public or private entities, (CI 2.2.3)</li> <li>XXX international exposure visits of SMEs organised through SSTC.</li> </ul>

## Transition scenarios

Table 1  
Projections for key macroeconomic and demographic variables

<i>Case</i>	<i>Base</i>	<i>High</i>	<i>Low</i>
Average GDP growth (2021-2025)	0.8	+4.5%	-1.6
GDP per capita (2020, PPP)	3547		
Public debt (% of GDP) (2020- 2025)	13.4%	7.7%	13.9%
Debt service ratio (2020)	80%		
Inflation rate (%) (2020)	141%	35%	70%
Rural population	Current (2020): 43,849,260 (2030): 49 353 272. Annual growth rate: 2.4%		
Investment climate for rural business	3/6: Sudan reforms for business improvement are still limited.		
Vulnerability to shocks	3/6: As clearly indicated in the SECAP report and fragility assessment section, the country vulnerability to climate change; food price shocks and political risk is still high.		

1. Sudan is ranked 171 among 190 economies in the ease of doing business, according to the latest WB annual ratings. The rank of Sudan deteriorated to 171 in 2019 from 162 in 2018, a weak business environment, where political uncertainty discouraged private investment, dampened confidence and productivity.
2. **Three hypothetical transition scenarios are considered for analysis in the COSOP implementation framework:**
3. **The base case scenario** is one where national and local drivers agricultural transformation continue to shape its patterns and outcomes. In this scenario, which is also the most likely one, Sudan's medium-term outlook further improves. According to the WB and IMF, GDP is projected to contract further by 1.6% in 2020 and 0.8% in 2021 due to the political situation, tepid domestic demand, and weak private sector investment. Inflation, projected at 61.5% for 2020 and 65.7% for 2021, is mainly driven by the monetization of the fiscal deficit, projected at 9.9% in 2020 and 10.9% in 2021. Under this scenario, Sudan PBAS allocation would stay roughly the same or enjoy a slight increase linked to improved portfolio management and disbursement rates.
4. **High case scenario:** While public investment is subject to budget constraints, private investments will be dynamic. This is triggered by the US president, signing an executive order to remove Sudan from the US State Sponsors of Terrorism List (SSTL) in October 2020, clearing the way for Sudan to seek international assistance and secure crucial financial aid in order to address its dire economic situation. With the lift of Sudan from the list of countries supporting terrorism, many foreign investment opportunities will be available to the countries. Sudan graduation out of this list will also open the door for its joining HIPIC, a unique opportunity to access concessional foreign development assistance. About 63% of Sudan's land is agricultural, and only 15–20% of it is under cultivation, offering huge private investment opportunities. Agricultural exports are expected to increase with increasing establishment of international trade agreements, taking

advantage of Sudan strong agricultural comparative advantage. The boost in agricultural exports will generate foreign exchange, and reduce the current account deficit. In this scenario, the rural sector and IFAD portfolio performance will improve, the youth unemployment rate will decrease and inflation will be controlled. Sudan will need additional support to accompany this dynamic, particularly in rural areas. In this context, Sudan will be ready to absorb and IFAD can significantly increase its financial support to the country (leading to an increase in PBAS allocation at least under IFAD12 and IFAD 13).

5. **Low case scenario:** Although it is unlikely, but should the political instability worsen, business environment will deteriorate and growth will decrease, with hardening economic conditions and macro economic indicators. The Covid-19 pandemic remains into 2021, driving the economy into a prolonged deep recession. Severe economic deterioration: under debt pressure not reimbursed, regional conflicts (for example, the conflict in neighbouring Ethiopia will also increase the risk of a refugee crisis alongside a high level of internal displacement. The security situation in South Sudan will also remain volatile and increasing droughts, the security situation worsens, social cohesion explodes and activities economies reduced with rising inflation. In this scenario, the risk of losing part of Sudan PBAS allocation for IFAD 12 and IFAD 13 is a real threat to Sudan.

## Agricultural and rural sector issues

### Context

1. Sudan is a dry country exhibiting typical Sahelian zone with its characteristic low amount of rainfall that varies enormously over space and time. In spite of the rapid pace of urbanization (from 8.3% in 1955/56 to around 40% in 2019) the country remains agrarian in social, economic and cultural outlooks. The majority of the population is rural pursuing environmentally extractive livelihoods founded fundamentally on crop farming and pastoralism. Arable land is estimated as 90.7 million hectares, only around 25 per cent of it cultivated. Agriculture contribution to the GDP was 31% in 2019<sup>17</sup> while constitutes the main source of employability (around 48% of total labour force).

### Agriculture

#### Crop farming

2. Four major agricultural production systems exist in the county, namely traditional rain-fed, irrigated agriculture; semi mechanized farming and traditional pastoralism. In 2017/2018 approximately 56 million feddan were under cultivation.
3. The traditional farming systems dominates the rain lands of the country away from the Nile and its tributaries. Being a village-based agriculture it constitutes main source of income and food security for individual rural households in the country. Although frequently portrayed as subsistence and household-based smallholdings, the system has recently become increasingly market-oriented with increasing dependence on modern technology, mainly tractors that further contributed to remarkable increase in the size of cultivated plots.
4. The semi mechanized farming concentrates on the central clay plains of Sudan. This sub sector is made up of two distinct elements: farms that have been legally acquired from Government through leasehold and farms that have been established without any form of official approval. In spite of its contribution to national food security, the semi mechanized is frequently accused for being a major contributor to severe land degradation, elite capture of land, proliferation of local level conflicts and closure of livestock routes.
5. Irrigated agriculture is practiced in the semi-arid and arid savannah belt that stretches across the centre of the country and along the main Nile and its tributaries. Modern irrigation systems (water pumps) have expanded the system to flood plains of the major wadi systems, especially in Darfur. The land under irrigation, where various crops are grown, covers approximately 3.5 million feddans (1.47 million hectares). Although irrigated agriculture only covers about seven per cent of the cultivated land area in the country, it accounts significantly to the country's output of agricultural produce (Ijaimi 2016).
6. At present, Sudan agriculture, especially in the rain-fed sector, suffers acute structural problems, important among which are:
  - a. Lack of title and secured access to land as all lands under traditional rain-fed farming and pastoralism are held under the customary land tenure system that has no legal recognition or legitimacy.
  - b. Severe land degradation and the resultant decline in land capability caused by expansion of cultivation on marginal lands; wholesale clearance of trees for cultivation; absence of land or crop rotation; monoculture practices; use of environmentally destructive technology; lack of investment to conserve land

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<sup>17</sup> World Bank, 2020 Economy Profile Sudan; Doing Business, <http://documents.worldbank.org/curated/en/441871575346787051/pdf/Doing-Business-2020->

and enhance its productivity and absence of concrete policy response to drought and the impacts of climate change

- c. Proliferation of conflicts over land and natural resources on the rain lands of the country resulting in the disruption of rural economy and instability of the population
- d. Loss of labour in farming and pastoral sectors to artisanal gold mining. According to available estimates<sup>18</sup> the artisanal sector provides employment for more than one million persons the majority of whom were previously farmers and pastoralists.
- e. The very limited input of extension and investment in social capital development.
- f. Access to market constraints associated with the very poor infrastructure of roads and transport in the country.
- g. The very high cost of production associated with the macroeconomic crisis in the country.
- h. Neglect of the agricultural sector where the expenditure in the sector, according to Technical Food Secretariat 2020, fluctuate around 2.6% of the total government expenditure.

### **Pastoralism**

7. Sudan is the home to a large concentrations of pastoralists, estimated around 13% of total population<sup>19</sup>. Under the pastoral system an estimated 109.3 million head of livestock (31.5 million cattle; 40.9 million sheep; 32.0 million goats; 4.9 million camels) are raised<sup>20</sup>. However, an increasing tendency towards combining animal husbandry with crop cultivation has been observed and documented<sup>21</sup>. The pastoral system in the country varies along a north-south axis with camel pastoralism dominates the desert and semi desert areas north of latitude 16 degrees and cattle herding in the savannah belt towards the south. Seasonal mobility, made imperative by ecological variations, remains one of the defining features of pastoral livelihoods. Because of that, the landscape of Sudan rain lands is crisscrossed by a network of livestock routes linking wet and dry season areas; the length of some routes exceeds 1,000 km, particularly in Darfur. Frequent droughts in the country and environmental degradation have forced camel-herding groups to move further south deeper into the rich savannah areas resulting in frequent disputes with farmers. Despite the vital role the pastoralists play in the national and local economies and in food security, pastoral communities in the country are in a state of crisis. Over the course of recent history rangelands are continuously shrinking and the livestock migration routes have become increasingly appropriated and closed by the spread of cultivation, in both the traditional and mechanized sectors and the continuously expanding investment capital in agribusiness, oil industry and gold mining. Lack of recognizable rights to land and secured access to livestock routes, heavy taxation, lack of investment in livestock extension and social capital development and decreased resilience to climate change have created the pastoralists, especially their women and children as one of the most politically and socially marginalized groups in the country. Because of that the pastoralists have become susceptible to all forms of radicalization and recruitment by insurgent groups and conflict entrepreneurs.

<sup>18</sup> Ministry of Finance and National Economy, General Directorate of International Cooperation, 2015, Impact of traditional mining of gold on the social and economic life in Sudan and on the environment

<sup>19</sup> Casciarri, Barbara (2009), between market logic and communal practices: Pastoral Nomad groups and globalization in contemporary Sudan, Nomadic Peoples, Vol 13 (1)

<sup>20</sup> Ministry of Animal Resources, 2019

<sup>21</sup> FAO, 2018, Baseline and Land Resource Mapping in 20 Localities in the Five Darfur States

### Sudan High Value Export Products

8. Sudan enjoys a high comparative advantage on agricultural exports. The following crops are the dominant ones within the rain-fed sector, with strong impact on the livelihoods of the smallholder producers:
- **Gum Arabic.** Sudanese gum Arabic sets quality standards for global markets, and the crop is an important source of foreign exchange earnings. Exports have grown following the end of the parastatal monopoly in 2009 and tax reductions. There is substantial potential to enhance productivity and exports and create job opportunities for the rural youth and smallholder producers. There is also potential to add value by expanding domestic processing.
  - **Sesame seeds.** Sudan produces high-quality sesame seeds and has a relative advantage in global markets because of its access to large and fast-growing import markets like China and Japan. Many smallholder farmers grow sesame seeds as a cash crop and could benefit from interventions that bolster demand and prompt productivity gains. Additionally, opportunities are present in job creation from processing and value addition.
  - **Livestock (meat).** The livestock value chain is a key contributor to foreign exchange earnings of the country. The value chain provides opportunities for the livelihood to more than 50 per cent of the Sudanese population, many of whom are part of pastoralist communities that could benefit by addressing challenges in this sector.
  - **Organic Hibiscus:** Sudan is renowned for producing high quality hibiscus, reckoned by some as perhaps the best in the world. Hibiscus is widely used as major ingredient of fruit teas. Primary producers within the hibiscus value chain are mainly poor rural women.
  - **Organic Baobab:** Baobab is native to the African continent, typically found in sub-Saharan African countries. Western countries, particularly Europe have an attractive market for baobab, since there is a growing demand for supplements as well as ingredients with high nutrient content and antioxidant properties. According to the [African Baobab Alliance](#), the exports of baobab reached 450 tonnes in 2017. It is forecast that the exports of baobab will reach 5,000 tonnes by 2025.

### National Policy Frameworks Related to Agriculture and Climate Change

#### The Three-Year Programme for Stability and Economic Development (2021-2023)

9. The programme is currently under finalization by the Ministry of Finance and Economic Planning. A committee was commissioned to prepare the environment projects to be implemented under the Programme. The proposed pipeline projects under the programme are:
- Rehabilitation of degraded agricultural land and sand dune fixation
  - Enhancing community participation in combating land degradation and desertification
  - Capacity building through knowledge management products and best practices to address the problem of land degradation
  - Environmental governance project focusing on institutional capacity building
  - Strategic orientation and assessments focusing on: baseline survey of Sudan natural resources; preparation of Sudan strategy for environmental management; development of national strategy for water management; reviewing the institutional structure of Forests national Corporation; national strategy for drought and disaster management; national strategy for the management of fish and marine resources; updating the renewable energy strategy
  - Rehabilitation and management of livestock routes



- Water harvesting for improved agricultures, rangelands and soil conservation
- Promoting the value of agricultural residues project (fodder collection, bailing, storing, etc.)

### **Sudan National Agricultural Investment Plan SNAIP**

10. SUDNAIP (2016-2020) maps the investments needed to achieve the Sudan Comprehensive Africa Agriculture Development Programme (CAADP) target of six % annual growth in Agriculture Domestic Product (GDP). The Sudan will pursue this target through allocating a minimum 10% of its budget to the agricultural sector. The objectives of the SDNAIP are:
  - Promotion of exports of crops and livestock with a view to safeguarding against the risks of collapse of the whole economy
  - Increasing productivity and efficiency at the production and processing stages.
  - Realization of food security and nutrition.
  - Reducing rural poverty and generation of job opportunities, especially for youth and women, and increasing per capita income.
  - Achievement of a regionally balanced sector and economic growth
  - Development and protection of natural resources to ensure its renewal and sustainability.

### **Draft Food Security and Nutrition Policy**

11. In late 2020 a draft food security and nutrition policy document had been prepared by the Food Security Technical Secretariat FSTS. Mapping the food security and nutrition in the country, the document maintained that 13.7% of the population are in food crisis and that 9.3 are vulnerable to food insecurity and are in need for support. The Document estimates the total deficit in cereals production as one of 250 -350 tones. The Document also pointed out the apparent deficit in the production of food items of high nutritional value (livestock products, fish and vegetables and fruits). 50% of the milk produced by pastoralists, according to the FSTS, doesn't find its way to the market. Multi-dimensional poverty was provided as 53.4% exceeding income poverty which 37.4%.
12. Important aspects of policy recommendations to address food insecurity and malnutrition are the followings:
  - Policy supporting the enabling environment for sustainable agricultural growth and development involving: land tenure reform to secure the rights of smallholder producers, including women, to land; investment and protection of forests to reach 20% of the country's area; support to community forests; active community participation and capacity building in land and NRM; reopening and management of livestock routes; effective management of water resources.
  - Food availability and safety: investment in home farms/garden including support to raising of small ruminants, including poultry; capacity building in animals' feeding and use of fertilizer; awareness campaigns and capacity building in food processing among rural communities, access to microfinance
  - Economic and financial policies including reform of taxation laws, revision of investment law, reduction of water fees for rural and urban populations, prioritize government expenditure so that 10% be allocated to agricultural sector,
  - Support to improved infrastructure for agricultural production and marketing
  - Investment in social capital development through the provision of basic services (water, education, health) and upgrading of productive skills.

### **Zero Hunger Strategy (2019–2023)**

13. This five-year country strategic plan (2019–2023), developed by WFP, in partnership with the Government of Sudan (MoAF). The strategy has four interlinked strategic outcomes. Activities under strategic outcome 1 – responding to protracted emergencies–aims at ensuring that humanitarian action is strategically linked to development and peacebuilding while strengthening government and non-government partnerships to enhance efficiency and

effectiveness. Strategic outcome 2 aims at reducing malnutrition and its root causes through an integrated package of nutrition-specific and nutrition-sensitive interventions. Strategic outcome 3 focuses on strengthening the resilience of food-insecure households and food systems while strengthening the capacity of national actors. Strategic outcome 4 aims at fostering strategic partnership with the various actors engaged in relevant interventions. In addition, dialogue platforms, frameworks and resources, including those of government, private sector and CSOs partners, have been incorporated to maximize the impact of the strategy.

## SECAP background study

### Introduction

1. The main objective of the background study of the Social Environment and Climate Assessment Procedures (SECAP) is to inform and strategically orient the COSOP on social, environmental and climate change issues. It includes: (i) a synthesis of the key climate, environmental and social challenges identified as mainstreaming priorities for IFAD (ii) an institutional analysis, and (iii) key recommendations to address the challenges to targeting vulnerable groups including women, youth, indigenous peoples, people with disabilities and undernourished individuals in the face of climate change, land degradation and other environmental challenges.
2. Significant constraints were present during the COSOP's SECAP background study. The Covid-19 pandemic did not allow the original COSOP team to undertake the mission on the field. The remote mission team worked with local consultants based in Khartoum and organized virtual meetings to coordinate with the local government bodies and other stakeholders.
3. Consequently, the study is mostly based on desk review and is enriched by outcomes of relevant discussions with partners and analysis of geographic information system datasets downscaled at national level for Sudan through remote sensing.

### Part 1 - Situational analysis and main challenges

4. Sudan is situated in north-eastern Africa with a coastline bordering the Red Sea. It is the third largest country, in size, in Africa. Sudan has been in conflict for most of its independent history. On-going conflict and fragility drivers in Sudan fall under four broad categories, among them, governance and political institutions and, the environment and natural resources ('lack of economic diversification as reflected in the over-dependence on the extractive sector and, neglect of the agriculture and livestock sectors, which are marred by low productivity and vulnerability and from where the poorest 40 per cent of the population derive their livelihoods'). Employment in Agriculture of 43.1% and vulnerable employment (% of total employment) is 40% (susceptible to shocks). Sudan has been included in the World Bank's List of countries with fragile and conflict-affected situations as a country with high institutional and social fragility. This means that Sudan is faced with high institutional and social fragility including institutional crises, very poor transparency, government accountability and weak institutional capacity (World Bank, 2020).

### Socio-economic situation and underlying causes

5. **Poverty:** Sudan ranked 168 out of 189 countries on the Human Development Index (2019) with an index of 0,507 characterized as low human development category. The National poverty level is at 52.3 % (nearly 20 million people. UNDP, 2019). According to the Food and Diet Survey 2014/2015, one third of the households in Sudan reported farming or animal husbandry as their main livelihood. Poverty is highest among the farmers. Although Sudan's GDP per capita rose to \$2,140 in 2016, unequal distribution of wealth and resources has exacerbated socioeconomic inequality through different regions of the country (The Borgen Project, 2013). Rural poverty is much higher at 58% and is more pronounced in the rain-fed sector due to droughts, isolation from markets, poor infrastructure, pastoralism and conflicts. Households (HHs) with small herds and small scale rain-fed farms suffer most from food insecurity in the case of losses. There is an inherent sensitivity to rainfall amounts, making climate change a critical factor affecting the economy, livelihoods, and food security. The other

causes of poverty and food insecurity include, moderate NR management and governance legislation coupled with poor enforcement and lack of employment opportunities.

6. **Gender:** The country is ranked 140 out of 159 countries in the UNDP Gender Inequality Index (GII). In general, Women live longer than men (65 years versus 62.2 for men) but spend on average 3 years in school (compares in 4.1 years for men). In addition, Women earn significantly less than men (1,902 compared to 5,775 GNI per capita for men). The MICS 2014 survey shows that 11.9% of women aged 15-49 years were married before the age of 15. About 59.8% of young women in Sudan are literate and the literacy status varies greatly by area (79.8% in urban areas and 50% in rural areas). Women's participation in the labor market is 24.3% compared to 72.2% for men. At the same time, women comprise 78% of the economically active population who work in agriculture compared to only 57% of men. Consequently, women are not adequately protected by labour regulations. Still, a large per centage of household depend on agriculture as their main source of income. Typically, a women's responsibility in agriculture include: (i) farming on the HH fields (2 feddans/0.84 Ha), growing leafy vegetables, tomatoes, cowpeas, okra, millet and maize for both HH consumption and sale; (ii) all HH work, e.g. preparing food, collecting firewood and fetching water; (iii) childcare; (iv) rearing small animals; and (v) petty trade. Although women are the main responsible for agricultural activities and control cash income from petty trade, poultry rearing and selling jubraka crops, men are controlling the majority of the other monetary resources that are created through agriculture(JICA, 2012: Sudan - women gender analysis). This status quo remains unchanged as women suffer from unequal access to land, credit and other agricultural services or resources. Women are more likely than men to be landless with the limited rights over agricultural land, and other reproductive resources.
  
7. Besides primary production, women have also responsibilities for herding, feeding, milking, and processing of animal products in pastoral families. Their final workload depends on the number of animals a family has, which affects their overall poverty status. Civil war and droughts required of the pastoralists to modify their livelihood strategies which ultimately resulted in additional unpaid work tasks for women to ensure family income. Finally, at a communal and family level gender roles in Sudan tend to be traditional. This is confirmed by the 2014-2015 household survey (Figure 1), where men are sometimes able to find wage employment whereas women are usually involved in unpaid family labour. This indicates that it is likely that cultural norms prevent young women from partaking in the labour force. Usually a man is the 'head' of the house as official leader. He is responsible for all financial aspects of family life. Customarily, the father makes all decisions regarding the family and may consult his brothers and brothers-in-law or other male family members. While women are considered subordinate family member, although this varies across tribes and locations. With the pressure of domestic responsibilities and limited opportunities to meet employment, financing, and education, women are confined to particular occupations such as income generating activities. Families support each other financially and socially. Traditionally, families take care of their sick, old, and mentally ill members. Women provide most of such family services and are also responsible for maintaining the home and raising the children (JICA, 2012: Sudan - women gender analysis). This is exacerbated by the fact that equal gender rights are not uniformly codified in all aspects of Sudanese law. For example, although the interim constitution protects children from marriage under 18 years of age, there are other pieces of legislation that allow for marriage under 18 in some cases. In a similar vein, women require the permission of a guardian to marry. A woman must also provide consent for the

marriage to be legal. However, a woman's consent can be sought after the marriage has been concluded (UNFPA, 2018).

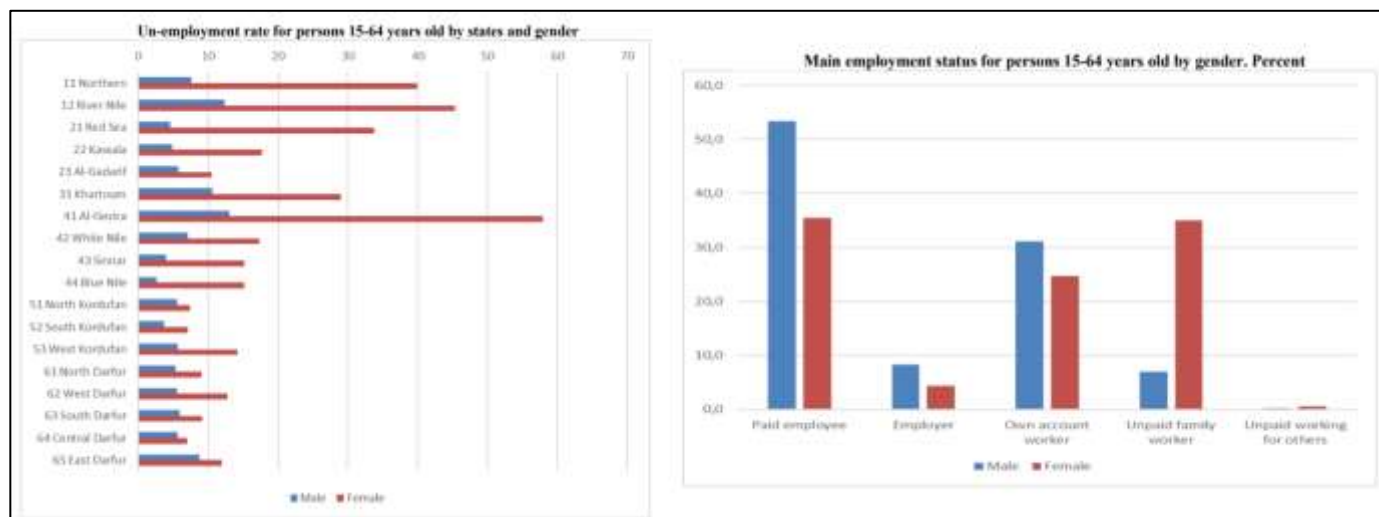


Figure 1: Unemployment rate and Main employment status per persons 15-64 years old, by States and gender  
Source: Sudan National Household Budget and Poverty Survey.

8. **Youth:** One third of girls aged 15-24 years and almost one quarter of boys in Sudan are illiterate. Only half of young people complete primary school (47% for girls and 53% for boys), indicating high dropout rates, especially amongst school-age girls. An estimated 46% of girls and 54% of boys age 14-19 years are currently attending secondary schools. The uptake in secondary and post-secondary education in Sudan remains low, particularly in rural and nomadic areas where many young people receive little or no education after primary level. Youth constitute 23% of the total population and 21% of poor. Around 55% of youth, aged 15 to 24, are poor. Rural youth do not have sufficient employment opportunities and lack the skills (business management and technical) and access to finance to start and run their own businesses. Other constraints faced by youth in terms of finding employment in the agricultural sector are access to finance, land and inputs. The inability to find a decent job also creates a sense of frustration among young people. Many of them work for long hours under informal and insecure work arrangements, characterized by low earnings and lack of social protection. Despite the large youth population, the participation of young Sudanese in social and political life is limited. Some young people, particularly university students, participate in local or national political life or civil society organizations, but those represent only a small number of this cohort and they are predominantly male. Many Sudanese youth feel that there are severe limitations both on their influence in their families and communities and on their future possibilities. Although a national youth strategy should have been developed together with UNFPA in 2012, it has not yet been published online (UNFPA, 2013).
9. **Nutrition:** Sudan is rated 112 out of 119 countries in the Global Hunger Index indicating fragile food and nutrition security and widespread undernourishment. There are 5.5 million (13%) food insecure people and 80% of them are unable to afford their daily food need. Chronic malnutrition rate is at a staggering 38%. Under-nutrition is serious with over 16.3% of the population in the global acute malnutrition (GAM) category. Around 58% pregnant women are anaemic resulting in high rates of wasted (low weight-for-height) and stunted (low height-for-age) children. Sudan is one of the 14 countries with 80% of the world's stunted children. Over 2.2 million children less than five years are stunted and face high risk of dying from infectious disease (see figure 2). There are 9 non-conflicted States faced acute malnutrition and severe wasting affects children in the states of North

Darfur (8.6 per cent), West Darfur (6.7 per cent), Central Darfur (4.3 per cent) and Kassala (5.1 per cent). The prevalence of underweight is 23.2 per cent in urban area in comparison to 37.1 per cent in rural area; 17.4 per cent of children living in rural area are affected by acute malnutrition in comparison to 13.4 per cent for urban area. The gap is very high regarding child stunting between rural area (43 per cent) and urban area (27.1 per cent). Severe annual statistical reports from Sudan's Ministry of health indicate that pneumonia, malaria, diarrhoea and malnutrition are the major causes of under-five illness and hospital admission. According to UNICEF, malnutrition is generally caused by increased food costs, poverty, and a lack of essential nutrients in food. These issues are amplified by poor water and sanitation conditions along with high disease prevalence (UNICEF, 2020).

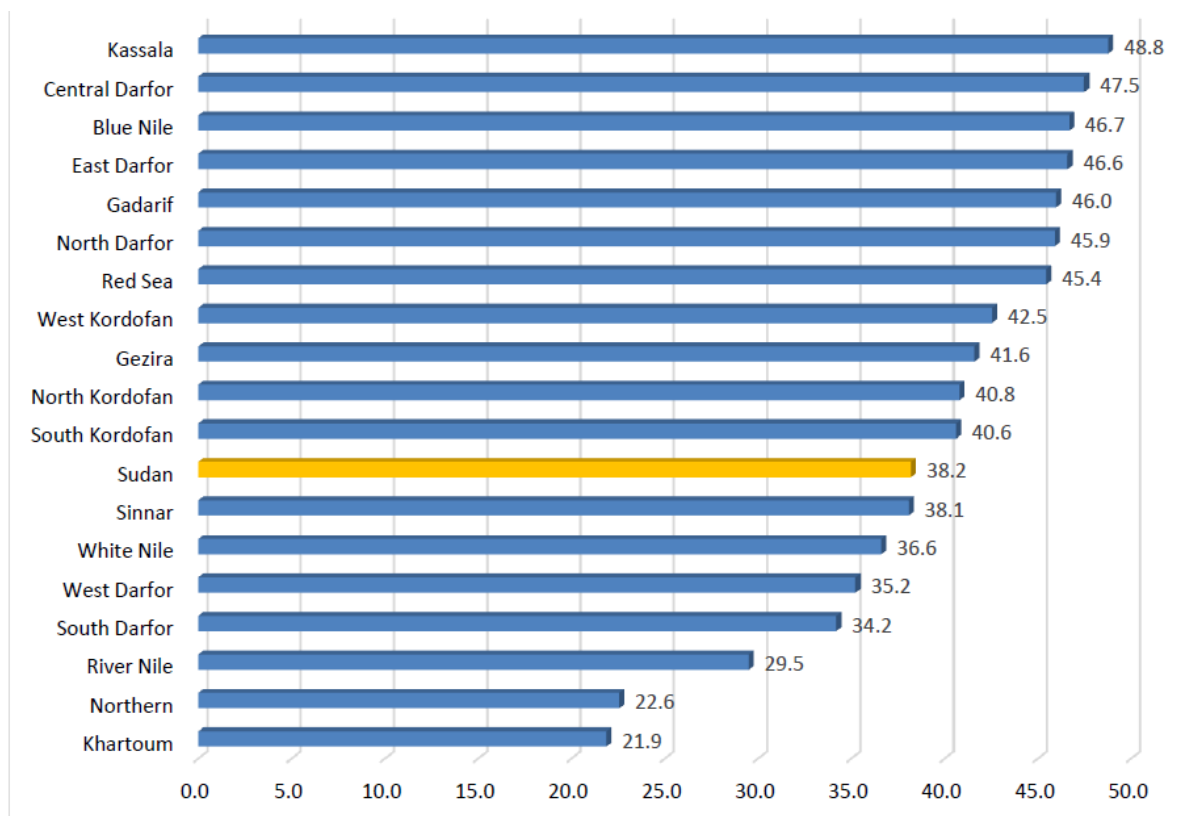


Figure 2: Stunting by state. Source: Sudan National Household Budget and Poverty Survey.

10. **Indigenous peoples and minorities:** Bearing in mind that the data quality in Sudan is considered unreliable, it is estimated that besides the approximately 70 per cent of Sudanese Arabs, there are significant black African minorities, including Fur, Beja, Nuba and Fallata. In total, more than 500 ethnic groups in the country are speaking more than 400 languages. While intermarriage and the coexistence of Arab and African peoples in Sudan over centuries has blurred ethnic boundaries to the point where distinctions are often considered impossible, ethnic boundaries have re-emerged in response to decades of conflict fuelled by political manipulation of identity. Despite of increased assimilation, non-governmental Organisations report discrimination of minorities in Sudan. Reportedly, religious minorities are faced with constrains to practice their region. Finally, civil rights of South-Sudanese, who fled to Sudan after civil unrest in South-Sudan, are not uniformly guaranteed and for example not able to apply for Sudanese citizenship (Minority Rights, 2018).

11. **Persons with disabilities:** In September 2018, Sudan presented an outstanding report on the status of Persons with Disabilities (PWD) to the UN committee on persons with disabilities. According to this report, the number of disabled persons was 1,854,985, or 4.8 per cent of the total population. Disability is more prevalent in rural than in urban areas by a factor of 1.3 per cent. Males account for 53 per cent of persons with disabilities and females for 47 per cent. A disabled person is defined as a persons who has a long-term physical, mental or sensory impairments which may prevent or hinder them from participating fully and effectively in society on an equal footing with others<sup>22</sup>. Although the committee appreciates the strengthening of the legislative framework, the committee is concerned about (i)The omission of psychosocial disability from the definition of disability in national legislation, in particular in the Persons with Disabilities Act of 2017, (ii)The limited effective involvement of organizations of persons with disabilities in decision-making processes affecting them and (iii) The absence of clear plans, timelines or budgets to ensure the progressive implementation of the rights of persons with disabilities<sup>23</sup>.

## Environment and climate context, trends and implications

### Major land uses

12. The Republic of Sudan covers an area of about 1.87 million km<sup>2</sup>, (UN and Partners Work Plan, 2012 and FAO, 2012). In general terms, desert and semi desert conditions cover between 60-70 per cent of the country's total area (between 1.13 - 1.25 million km<sup>2</sup>, FAO - UNEP). Interpretative work on imagery was made by IFAD from European Space Agency data (Climate Change Initiative – Land cover) and is aligned with a previous study done by Sudanese teams at the Remote Sensing Authority.

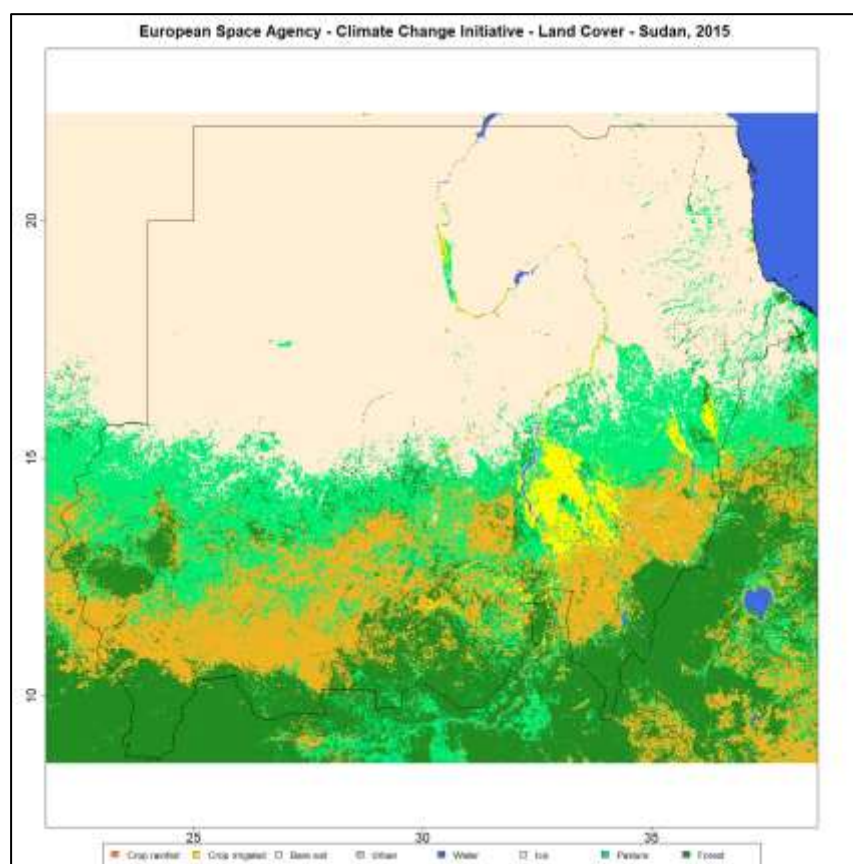


Figure 3: Sudan's Land Cover, 2015. Source: ESA, CCI.

13. The assessment has shown that some more than 50 per cent of this surface area is categorised as bare rocks, bare soil and other unconsolidated materials (such as

<sup>22</sup> Committee on the Rights of Persons with Disabilities, Consideration of reports submitted by States parties under article 35 of the Convention – Sudan.

<sup>23</sup> Concluding observations in relation to the initial report of Sudan: Committee on the Rights of Persons with Disabilities: <https://digitallibrary.un.org/record/1483582>

wind-blown sands free of vegetation in hyper-arid areas). A further 11% is classed as forest and 17% as pasture land. Agricultural land use is largely confined to the strips of suitable soils along the Nile and Atbara Rivers. In all some 17 to 18% of the land of Sudan is cultivated, mostly under traditional rain-fed agriculture (15%). The map of main land use in Sudan is presented in figure 3.

### **Agro-ecological zones**

14. According to Abdel Magid and Badi (2008), Sudan can be ecologically divided in five vegetation zones related to rainfall patterns from North to South: (i) Desert, 0-75 mm of precipitation; (ii) Semi-desert, 75-300 mm; (iii) Low rainfall savannah on clay and sand, 300-800 mm; (iv) High rainfall savannah, 800-1500 mm; and (v) Mountain Vegetation, 300-1000 mm. The ecological zones extend over a wide range from the Hyper Arid in extreme North to the Moist Sub-humid in the South (see figure 4, climate classification).

### **Soil and water resources**

15. Although more than half the area of the Sudan is arid and semi-arid, country's economy is based on agriculture. Under such conditions, soil forms a vital resource that deserves every care. Nevertheless, soil misuse has led and will continue to lead to degradation resulting in desert creep into better areas. Practices like shifting cultivation, uncontrolled grazing, irrational use of machines on light soil, and fires are amongst the most serious factors causing soil erosion.
16. Generally Sudan has large expanses of homogeneous soils (Shallal et al., 2014). The country's soils can be divided geographically into three categories. These are the sandy soils of the northern and west central areas, the clay soils of the central region, and the laterite soils of the south. Less extensive and widely separated, but of major economic importance, is a fourth group consisting of alluvial soils found along the lower reaches of the White Nile and Blue Nile rivers, along the main Nile to Lake Nubia, in the delta of the Qash River in the Kassala area, and in the Baraka Delta in the area of Tawkar near the Red Sea in Ash Sharqi State.
17. Waters in Sudan are available in four sources: rain water (contribute to 80% of agricultural sector and domestic use), perennial streams, flood water, ground aquifer. Sudan has around one million hectares of surface water, the most important of which is a 2,000km-long stretch of the Nile and tributaries. Wetlands cover 10% of the country (Moghraby, 2011). There are many seasonal water courses (khors) that run during the short rainy season. The agricultural water withdrawal as % of total renewable water resources was estimated at 68.54% in 2011 (AQUASTAT/FAO). In 2008, the Food and Agriculture Organization of the United Nations estimated the annual water withdrawal per capita to be 1,020m<sup>3</sup>. Sudan has great potential of renewable and non-renewable groundwater resources which are important sources of water supply for domestic, industrial and agricultural uses. It is a key element for human settlement and sustained socioeconomic activities.
18. The most abundant water resource is rainfall. It is estimated that the total annual precipitation is around 468 billion cubic metres (AQUASTAT/FAO, 2017 and Makawy, 2013). Rainfall varies in amount and frequency, with amounts generally decreasing from north to south as presented in the figure 4. Groundwater is more readily available than other water resources during the long dry season. At least 80% of the population depends almost entirely on groundwater (UNEP, 2015). Away from the Nile basin and other non-Nilotic river wells, groundwater is the only constant source of water.
19. Demand for groundwater in many areas of the Sudan has recently increased considerably in order to meet the needs for the implementation of agricultural and



economic development plans but regrettably, these development are taking place in a rather unplanned manner leading to many problems such as overexploitation, reduction of reliable yield, and deterioration of quality (Abdo et al., 2012). Groundwater investigations and development in Sudan are still embryonic. Given the size, complexity and cost of groundwater investigations, information on availability of groundwater resources in the country as a whole is imprecise. Sudan has great potential of renewable and non-renewable groundwater resources which are important sources of water supply for domestic, industrial and agricultural uses. It is a key element for human settlement and sustained socioeconomic activities.

20. This emphasizes the need for sound polices and optimum plans for groundwater resources management in order to ensure its long term sustainability. Collaboration with universities and research institutes in groundwater research and capacity building should be encouraged and will certainly contribute to the optimum and sustainable development and management of groundwater resources of the Sudan (see recommendations, Part 3).

### **Biodiversity**

21. Sudan started to establish protected areas according to London convention for protection of African plants and animals in 1933. The protected area in Sudan is represented in the figure below, with eleven inland protected areas and two marine protected areas.
22. Along the line of conservation efforts and the country's strategy to cope with biodiversity crises, the GoS has initiated several national action plans on biodiversity. The most recent strategy is called the National Biodiversity Strategy and Action Plan (NBSAP, 2015) for the 2015-2020 period (see part 2).

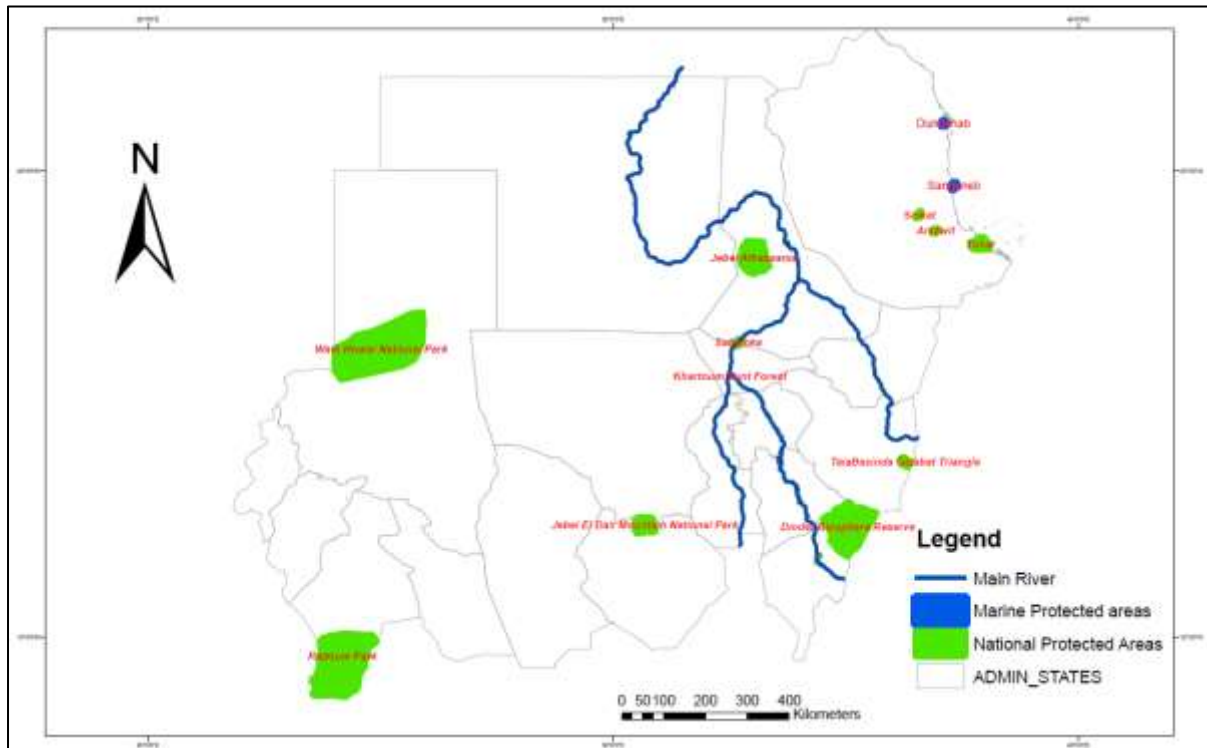


Figure 4: National and Marine Protected areas in Sudan. Source: Ghanawa, El Tayeb S, (2020) GIS Lab, Faculty of Geography and Environmental Sciences, U. of Khartoum, Sudan

23. Biodiversity is of critical importance to the livelihood of people and is also of high ecological value. Despite its importance, biodiversity in Sudan, as many other resources, has been a victim of political instability and continuous civil wars since the 1950s. Absence of strong governance and polices, and socioeconomic factors have contributed to this substantial deterioration. Moreover, industrial agriculture is driving habitat loss and creating the conditions for diseases and viruses to emerge and spread (IPES Food, 2020).
24. The forestland is continuously deforested and the remaining forests are degraded because of agricultural practices and the absence of management plan. In addition, the harsh setting, drought, desertification, flooding, fire, habitat destruction (grazing; expansion of cultivation (traditional and mechanized); illicit woodcutting for timber and other domestic purposes; lack of awareness of deforestation and biodiversity problems) and recent climate change have played a great role in reducing habitats and biological populations.
25. Several studies analysed the relation between biodiversity and rural communities in Sudan (Osman et al., 2020; Bashir et al. 2010; El Gunaid et al., 2013; Adam et al. 2013). According to these studies, forests in Sudan provide almost all the energy needs in terms of firewood and charcoal, timber for construction and building materials. They are also a source of foreign exchange from the sale of gum arabic and other gums and they serve as sources of non-timber forest products (NTFPs) for rural people. Furthermore, they are the key components for the sustainability of the traditional smallholder agricultural systems.
26. The role of community participation is crucial in conservation and sustainable management of natural resources. Indeed, studies concluded that human activities were the main factors influenced diversity and regeneration of trees in the forest. However, communities relies mainly on fuel wood as the main source of energy with a limited use of alternatives sources like kerosene and gas. This may necessitate a shift toward alternatives sources in order to reduce the consumption of wood, and improve and sustainably protect local biodiversity. Key activities are essential to protect and conserve biodiversity and natural habitats while developing and are presented in the recommendation section of this document.

### ***Current climate***

27. The Remote Sensing Authority (RSA) of Sudan in collaboration with FAO SIFSA project (Sudan Integrated Food Security Information for Action), and the Ministry of Agriculture, produced a multipurpose Sudan Land Cover database 2003 and 2011. One of its results was Sudan Climate Zones, which were as follows: Hyper Arid, Arid, Semi Arid, Dry Sub Humid, Moist Sub Humid.

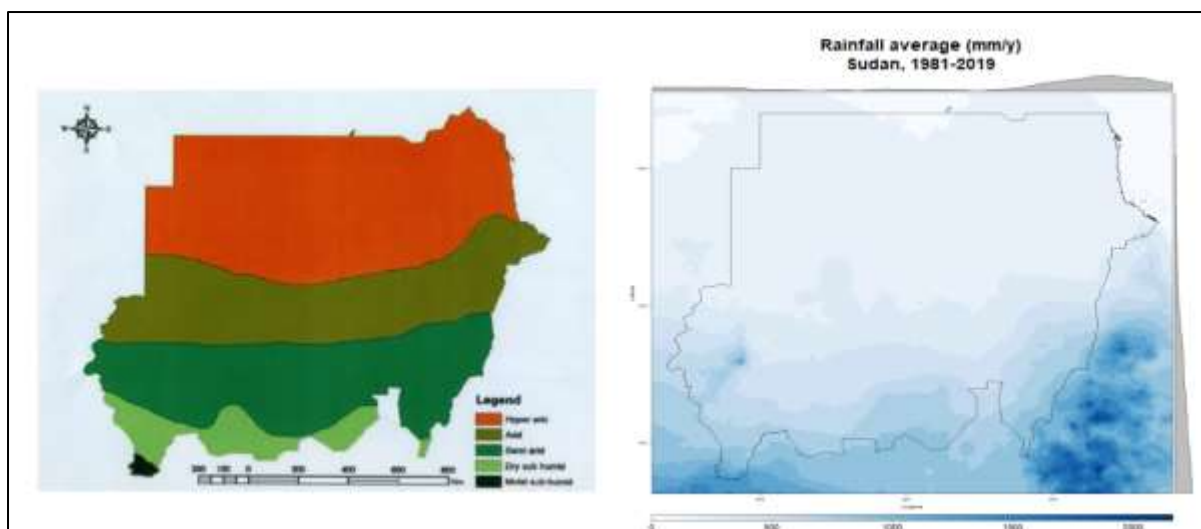


Figure 5: Sudan map of climate classification (left) and Rainfall average for the period 1981-2019 (right). Sources: Wikipedia and CoMon IFAD tool respectively.

28. Sudan experiences mean annual temperatures between 26°C and 32°C, with

summer temperatures in the north often exceeding 43°C. Rainfall in Sudan is unreliable and erratic, with great variation experienced between northern and southern regions. Northern regions typically experience virtually no rainfall (less than 50 mm annually), central

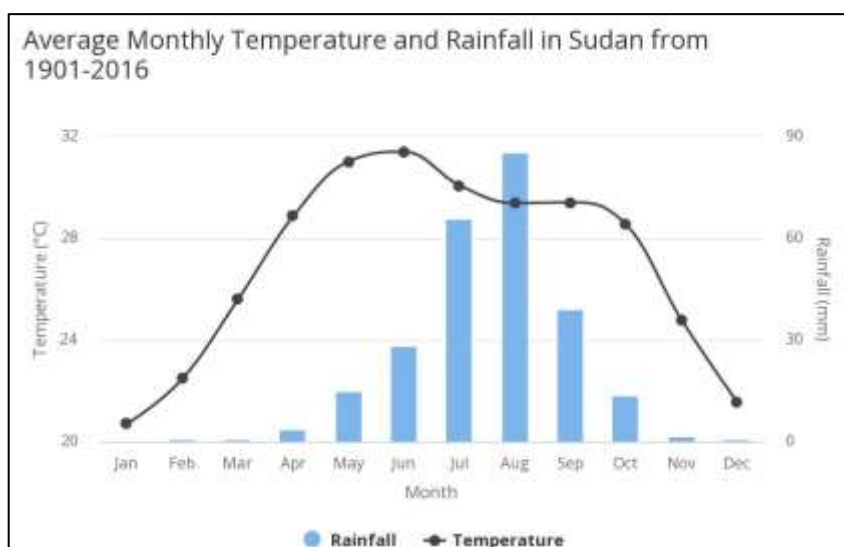


Figure 6: Average monthly temperature and rainfall in Sudan for the period 1901-2016

regions receive between 200 mm and 700 mm per year, and some southern regions experience more than 1,500 mm annually. Most rainfall occurs during the rainy season from April to October, with greatest concentration between June and September.

### **Main environmental challenges**

29. Sudan is facing many challenges, the most prominent of which are the accelerating rates of desertification and land degradation due to the drop in the rainfall rates and because of droughts that have hit the country in recent decades. Moreover, the effect of the green revolution policies implemented in late 1970s, 1980s and till mid-1990s were deleterious on environment when fast forest and woodland areas have been cleared for crop production, the so call mechanized rain-fed agriculture. The affected land areas continued to be cultivated in the absence of proper extension services and appropriate cultivation practices, a situation led to a large areas lost productivity in central Sudan (highest population intensity area) and is now severely degraded or degrading.

30. Like in other Sahelian countries, livelihoods in Sudan depend heavily on soil, water and vegetation resources. It is estimated that agriculture (crops, livestock and forestry) contributes 35-40 per cent of GDP (with livestock accounting for 50 per cent of the production) and employs more than 80 per cent of the total population (Lee, et al, 2013). Traditional farming accounts for 60-70 per cent of the agricultural output and is largely subsistence production based on shifting cultivation and livestock rearing (Badri, 2012).
31. Harnessing rainwater and floods is not widely practiced and water harvesting is poorly developed. Although the practice is old, it is only carried out on a small scale. Rainwater is used to cultivate subsistence and semi-mechanized rain-fed agriculture. Most of the rainwater evaporates, although some recharges groundwater or run-off in seasonal streams.
32. Demand for groundwater in many areas of the Sudan has recently increased considerably in order to meet the needs for the implementation of agricultural and economic development plans but regrettably, these development are taking place in a rather unplanned manner leading to many problems such as overexploitation, reduction of reliable yield, and deterioration of quality. The most obvious of these challenges is the absence of quantitative and qualitative monitoring and scarcity of information on aquifers geometry and their hydro geological characteristics. Another major difficulty is related to the understanding of flow dynamics and recharge sources and mechanisms for the different aquifers. This makes the estimation of recharge volumes an extremely difficult task. Other key challenges facing groundwater management in Sudan are the management of shared non-renewable aquifer resources, lack of comprehensive guiding plans and policies, poor governance and legislative framework, inadequate capacity, and lack of coordination among groundwater sub sectors.
33. This raises significant concerns about the possible appropriate institutional arrangements for the management of resources and conflict at local levels and about how to reconcile indigenous structures and the emerging new political forces. Pastoralism and agriculture have historically evolved and survived as complementary livelihood and economic systems, characterised by mutually beneficial exchange processes. In many places though, this historical relationship has been altered significantly, with the two systems competing rather than complementing one another (such as in the States of Kordofan and Sennar). The situation is aggravated by resource scarcity and degradation, growth in human and livestock populations, and increasing incidences of drought and unpredictability of rainfall. This creates challenges for the balance of traditional and formal governance systems of rural Sudan creating a further driver of change in environmental governance. Some parts of Sudan that were previously agricultural and pastoral have become deserts and some pastoral parts have been barred by settlers. Sudan remains essentially rural with the majority of the population dependent on the country's natural resources for their livelihoods.
34. In the Sudan, desertification had threatened all parts of the country, especially the irrigated sector, mechanized crop production schemes and the traditional rainfed agriculture. Moreover, desertification is threatening almost all the potentially cultivable land in the country (Abdellatif et al., 2015).
35. Desert locust counts among the potential main environmental challenges in the Sudan, the Horn of Africa is facing the worst Desert Locust crisis in over 25 years.

The desert locust crisis is affecting around 54.9 million people who are already in

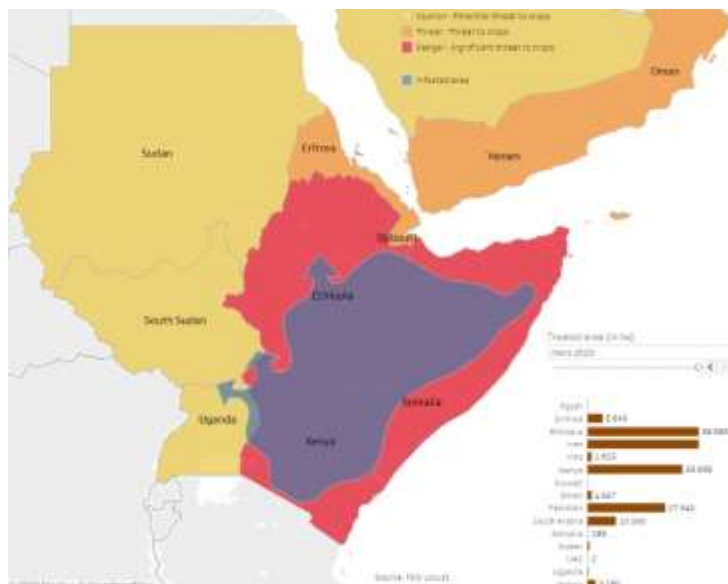


Figure 7: Areas affected by the desert locust crisis in the Greater Horn of Africa according to the data from the latest FAO Desert Locust bulletin. Author: FAO.

acute food insecurity (IPC Phase3) or worse in Afghanistan, Pakistan, Iraq, Yemen, the Sudan, South Sudan, Ethiopia, Somalia and Kenya (Global Report of Food Crises, WFP 2020). According to the "Desert Locust Bulletin" (Desert Locust Bulletin FAO, June 2020), in the worst-case scenario in the Sudan, desert locust infestations would: (i) cause significant losses during the 2020 main and secondary seasons, resulting in below-average harvests; and (ii) cause major pasture and browse losses in arid and semi-arid regions, resulting in a more dire food security outlook. Under this

scenario, a deterioration in food security outcomes would likely begin in mid-2020 (IGAD, 2020).

36. In addition, the novel coronavirus disease (COVID-19) is having an unprecedented impact around the world, both in health and socioeconomic terms and does not spare the Sudan. The situation is evolving quickly and approaches and mechanisms to build resilience of the population are key to face such shocks. Recommendations to respond to these many challenges are detailed in the part 3 of this document.

### **Land degradation and pollution**

37. In the Sudan the miss use of pesticides in agriculture is common, although there is a good regulations and laws (the pesticides act 1974) under supervision in the National Council of Pesticides. The miss management is due to abuse of application of non-recommended pesticides, smuggling and counter field in local market, lack of observation of safety period, poor storage and lack of proper disposal (FAO, 2015).
38. Environmental degradation in Sudan finds its sources in environmental challenges and overpopulation. Indeed, as described earlier, drop in rainfall and more frequent droughts have increase land degradation and desertification, reducing agricultural and forest land. This reduction in both agricultural and forest land is exacerbated by population growth and population density. The diagram in Annex 1 illustrates this dynamic and the consequences on water, food and air pollution throughout several pollution factors.

### **Observed and projected trends of climate change**

39. The full analysis of the observed and projected trends of climate change is presented in Annex 2 of the SECAP note.

## **Part 2 -Institutions and legal framework**

### **Institutions**

40. **Gender:** There are multiple institutions and ministries involved in gender related issues in Sudan. The Ministry of Welfare and Social security (MoWSS) is the main ministry in charge of social protection and responsible for the protection of the protection, prevention and promotion of the poor and vulnerable. The ministry has 5 main streams of work<sup>24</sup> that are implemented by eight directorates and ten semi-autonomous agencies (World Bank, 2014). The General Directorate of Women and Family Affairs (GDWFA), which is part of MoWSS develops national programmes in the field of childhood and motherhood social care. Its mandate entails developing and implementing women empowerment and family policies, developing women's capacities and enhancing their skills, and coordinating efforts related to women's empowerment and family affairs. The Directorate led the development of the Women Empowerment Policy and an action plan.
41. **Youth:** Sudan has a ministry of Youth and Sports which is headed by Walaa Issam ElBoushi. Ms. ElBoushi became the minister of Youth and Sports after the coup d'état of September 2019. Her appointment at this Ministry is part of the "2019–2021 Sudanese transition to democracy", which is a roadmap developed in close collaboration with the African Union. Under her leadership, the Women Football league was established. There are multiple Youth organizations in the country including the "Youth Forum Organization" and "Sudan Youth organization on climate change".
42. **Environment and Climate Change:** The Higher Council for Environment and Natural Resources is the main institutional structure mandated with the overall environmental management issues in the country. The section "Institutions, policy and lessons" of this COSOP gives detailed information on institutions working on environment and climate change in the Sudan.

### Policy and regulatory frameworks

43. **Poverty, Gender and Youth<sup>25</sup>:** Sudan is currently implementing a Twenty-Five-Year National Strategy aims at generating a prosperous life for the entire Sudanese population. The economic dimension of this strategy aims at advancing "justice" and "equality" in the distribution of wealth and work opportunities based on 'personal merits' without isolation or seclusion. One of the strategy objectives is to provide a "freedom to earn" to the population without being subjected to any discrimination practices. The strategy states that "all economic ministries shall undertake to meet the basic needs of citizens in justifiably and equitably realizing social justice and well-being." The capacity building and community improvement dimension of the strategy pledges for an equal opportunity to excellent education in a healthy environment to all. In addition, the strategy prioritizes the realization of balanced educational opportunities for the population. Interestingly, the Youth and Sports strategy set among its objectives to "make sport compulsory in the education syllabus for both sexes." In addition, the Non-Governmental Organisations Strategy recognises the challenge to activate the women's sector and develop women's capacity to play an active role in family and community building. Therefore, the strategy seeks to prepare and implement special programmes in the area of balanced and sustainable capacity building with "all sectors" equally. The National Women Empowerment Policy, endorsed by the President in 2007, focused on six pillars for empowering women: education, health (including environment and hygiene), political participation, peace and conflict resolution, economic empowerment, and human rights. The General Directorate for Women and Family Affairs in the federal Ministry of Welfare and Social Security

<sup>24</sup> (i) the Zakat Chamber that manages a compulsory charity tax, (ii) social insurance programmes, (iii) microfinance and income generating activities programmes, (iv) social services and rural development projects and (v) advocacy and social policy activities.

<sup>25</sup> An elaborative description of policies and regulatory frameworks can be found in the Annex 7 of this COSOP.

was named for coordinating and providing technical assistance for gender mainstreaming and implementation of the Women Empowerment Policy throughout the government institutions and civil society.

44. **Nutrition:** Nutrition and nutrition related initiatives fall under the supervision of the Federal Ministry of Health (MoH) and the National Council for Food Security and Nutrition under the Ministry of Agriculture. After the cession of South-Sudan the federal ministry of Health has undergone a process of decentralization. However, this resulted in challenges in coordination between health policies and overall health planning, as well as difficulties in translating national level planning to all levels of a decentralized health care system. Coordination between health and education sectors has been weak, resulting in misdistribution and imbalance in the production of health workers in certain professions (WHO). In 2015, Sudan Joined the UN Scaling Up Nutrition Initiative. Further to the second International Conference on Nutrition (ICN2), Sudan recognises malnutrition as the single most important threat to health – limiting education achievements and opportunities for economic development. Despite efforts of various sectors, a huge gap remains between the coverage of basic services and actual needs of the targeted population. Sudan aims to address these factors by effectively engaging, through institutions responsible for the alignment of policies and legislation on the Code of Marketing of Breast-milk Substitutes and maternity protection. After a careful gap analysis, the National Council for Food Security and Nutrition has been mandated to decentralise (Scaling up Nutrition).
45. **Environment and Climate Change:** The Ministry of Environment, Forestry and Physical Development is the main government body responsible for developing and implementing climate change policies. The first National Adaptation Plan was developed in 2014 with international support. Sudan also carried out significant climate related research for its Second National Communication to UNFCCC in 2013 and identified climate vulnerabilities and priorities for adaptation in its National Adaptation Programme of Action (NAPA) in 2007. Sudan ratified Paris Agreement in September 2017 and submitted its first Intended Nationally Determined Contribution (INDC). Furthermore, the GoS, through the partnership of the Forest National Corporation (FNC) and FAO, has submitted its first subnational Forest Reference Emission Level (FREL) to the UNFCCC in January 2020<sup>26</sup>.
46. The alignment between the SDGs and the INDC is an entry point for considering the degree of potential alignment between the country's climate and sustainable development objectives. The full analysis is present in Annex 4.
47. The most recent strategy on Biodiversity is called the National Biodiversity Strategy and Action Plan (NBSAP) for the 2015-2020 period. The main objectives of this strategy are: (i) Increasing conservation efforts and establishment of new protected areas to satisfy community needs; (ii) enforcing laws and legislations; (iii) increasing governmental commitments regarding funding and institutional reforms; (iv) developing an effective system of raising awareness and actively involving communities in conservation practices; and (v) fulfilling international commitments and conventions. The global 20 Aichi Biodiversity Targets were selected and used as Sudan national strategic goals. Management and conservation of biodiversity components and ecosystem frameworks have been integrated into sustainable development planning. The list of regional and international

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<sup>26</sup> This submission is intended for technical assessment in the context of results-based payments for reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (REDD+) under UNFCCC. Sudan also considers the development of the FREL/FRL as very important for enhancing implementation of national forest programme including REDD+ strategy and for contributing to the global climate change mitigation and adaptation objectives through preparation and implementation of NDCs.

conventions that Sudan has signed and considered an active member is presented in Annex 2 (Pullaiah, 2018). More information on Policy and regulatory frameworks is available in the section "Institutions, policy and lessons" of this COSOP.

### **Programmes and partnerships**

48. **Nutrition:** One of the key priorities for 2020 is to finalize the formulation of the next National Multi-sector Nutrition Plan. Besides interventions it map all the nutrition related interventions in the country. The financing and tracking of different goals will be led by the Scaling-Up Nutrition (SUN) Framework currently hosted by the Republic of Italy. The reduction of child malnutrition is one of the goals of Sudan's National Health Sector Strategic Plan (NHSSP) 2012-2016 which intended to reduce the prevalence of moderate malnutrition (underweight) from 32 per cent to 16 per cent.
49. **Gender:** UN women has an active and well developed programme in Sudan. There interventions revolve around 3 main areas of work, namely female leadership, the empowerment of poor women, young women, gendered governance and women's roles in peace and security (UN-WOMEN). Other important actors in Sudan working on the normative side of gendered work is UNFPA focusing more on Women's health. Completed programmes around women empowerment is he Rural Women Economic Empowerment Joint Program implemented together with IFAD, UNWOMEN, FAO and WFP.
50. **Youth:** Funded by the government of Australia, the Global youth mental health awareness was developed in response to the growing need to communicate and engage with professionals and the youth of the community, to the issues associated with Youth Mental Health and the stigma associated with those individuals who may seek help. One of the key outcomes is to ensure that positive psychology becomes a household term; that ensures the youth of our community are including and not discriminated against. Sudan is one of the beneficiaries of this programme. In addition, UNFPA spearheads the Youth agenda in Sudan specifically focusing on Youth participation and leadership, sexual and productive health, child marriages and adolescent pregnancies. UNWOMEN hosts the Africa Youth Conference that brings together Youth Organizations from the entire continent including from Sudan. Working closely with the ministry of human resources development and labour, the International Labour Organization (ILO) hosts multiple programmes and vocational training and skills development.
51. **Environment and Climate Change:** Specific information related to Environment and Climate Change is available in the section "Institutions, policy and lessons" of this COSOP.

## **Part 3 - Strategic recommendations**

### **Lessons learned**

#### ***IFAD in the Sudan***

52. An analysis of the previous and on-going projects and programmes in the Sudan is extremely valuable in shedding light on the best practices, the ones that should be scaled up and the ones that should be avoided or reviewed. The main recommendations built on lessons learned from previous IFAD intervention in the Sudan are presented here.



53. Future IFAD projects should continue building on previous experiences of early warning infrastructure built by other initiatives<sup>27</sup>. The future EWS should aim at strengthening the capacities of these existing systems and expand their reach to other areas still not covered. An information and response system should not be developed as a stand-alone initiative that will likely end up being ineffective and unused after programme closure. Future initiative should seek for synergies with agencies working on similar systems<sup>28</sup> in the Sudan to reduce time related to development of the system, relying on an existing system's infrastructure, and to secure use and sustainability. The information produced by those agencies is mostly in line with the need of IFAD stakeholders and covering the Sudan nationwide. Therefore, the COSOP recommends the next projects and programmes to gather all the efforts of previous and on-going initiatives working on EWS. This approach is used in the latest IFAD Sustainable Natural Resource and Livelihood Programme (SNRLP).
54. The adoption of participatory approach has showed great results to create cluster/networks of villages in order to establish sustainably resilience of communities to shock under the Butana Integrated Rural Development (BIRD) project. Recognizing the high levels of vulnerability and risks to the impacts of climate change and vicissitudes of nature among the Butana population, the project has effectively managed to enhance and strengthen population adaptation to climate change. Building on indigenous knowledge and cultural heritage the project successfully managed to engage communities in climate resilient interventions that proved effective in reducing their vulnerabilities, especially to drought. The COSOP recommends to use the successful approaches using climate and environment related plans. In BIRD, the development of Climate Resilient Community Village Plans and the mapping exercise involved has further contributed to enhance the awareness of communities about their natural resources and the importance of their protection. In the same way, the implementation of natural resource investment plans showed very successful results under the Supporting Small-scale Traditional Rainfed Producers in Sinnar State (SUSTAIN) project and is also encouraged.
55. To build resilience of the communities, many initiatives successfully promoted by BIRD are worth scaling up by ongoing and future IFAD or GoS or other donors funded development projects. The project developed Women groups and improved food availability, both self-produced (jubraka) and purchased, ensuring a minimum necessary intake for households members, particularly among children and women.
56. Indeed, in the IFAD funded BIRD, a variety of approaches have been applied in order to set a gender transformative process in motion. The project trained staff and communities training in GALS further to a learning route organised by Procasur. Female young professionals stayed in communities and gender focal point in the PMU was held responsible for gender issues in the PMU. The focused attention on gender resulted in increased voice both at household level and PMU level and economic empowerment. However, as the Sudanese society remains to be conservative, this process will need to take place over the course of multiple years. Time and dedication from gender sensitive staff is needed<sup>29</sup>. Investments in markets or other type of infrastructure could economically empower women as they are closer to the household. The current structure of the Sudanese society

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<sup>27</sup> Among others the GEF-funded Climate Risk Finance for Sustainable and Climate Resilient Rainfed Farming and Pastoral Systems Project as well as LMRP's Drought Monitoring, Preparedness and Early Response System (DMPERS).

<sup>28</sup> Famine Early Warning Systems Network (FEWSNET) USAID, FAO Global Information and Early Warning System (GIEWS), UNDP Early Warning Systems, ICRAF which is undertaking the same exercise in Chad in two IFAD funded projects (PARSAT and RePER)

<sup>29</sup> Source: BIRD, Project Completion Report.

does not allow for women to take up employment to far from the homestead. For that reason, markets or infrastructure near the homestead can increase a women's access to food, inputs and finance.

57. During the implementation of gender related project activities, the timing and actual length of project activities could influence the outreach and uptake of female beneficiaries. BIRDP initially had a little outreach amongst women, also because women sometimes had to travel to markets for over 2-4 hours per day. Communal infrastructure management systems were developed under BIRDP further to a learning route that was executed in Kenya. Although the model implemented in Kenya was solid, it is important that a project design allow for enough flexibility for communities to design their own oversight mechanisms (BIRDP Completion Report).
58. It is worth mentioning that diversification and access to local to regional market has greater potential for enhancing resilience of most vulnerable people than relying on international markets. Indeed, the Livestock Marketing and Resilience Programme – LMRP, one of the IFAD on-going project in Sudan (USD 119.2 million programme entered into force in March 2015, completion date March 2022), mostly focused its activities on the export of livestock and faced great issues when export prospects decreased and local market could not absorb the offer. Similarly, focus on staple crops and monoculture is not recommended, but it should rather be on diversification to support healthy diet and increase resilience.

#### ***IFAD and other partners***

59. Several tools are used by IFAD and by other partners to support projects and programmes in achieving their goals on mainstreaming themes. An action plan on Information and communication technologies for development (ICT4D) is in development within IFAD. Existing technologies that are suitable for Sudan include We Connect Farmers<sup>30</sup> and the WOCAT platform<sup>31</sup> to disseminate and exchange good practices. Tools such as the Social Tenure Domain Model (STDM), a mobile application to innovatively address the emerging tenure-related conflicts and to predict new potential conflict areas, developed under an ASAP2 grant, could be worth scaling up in the future.
60. Another way to reach the most vulnerable people is through social protection programmes and cash transfer for resilience. IFAD is experimenting the approach in Tunisia under the IESS-Kairouan project and similar approach is also used under the FAO From Protection to Production Project (PtoP). Studies on the subject show that food security indicators revealed increases in the proportion of households being food secure as a result of cash transfer programmes (Asfaw & Davis, 2017). Since cash transfer programmes impact the livelihoods of households, articulation with other sectorial development programmes in a coordinated rural development strategy could lead to synergies and greater overall impact.
61. The use of insurances to cost-effectively mitigate the increasingly deleterious impacts of climate risk on poverty and food insecurity was studied by FAO based on USAID project experiences (Carter et al., 2018). The Index-based Livestock Insurance (IBLI) insures pastoralists against forage deterioration that can lead to drought, resulting in livestock deaths. IBLI pilot projects in Kenya and Ethiopia indicates that even within the generally positive environment, there is ample evidence of the limitations to index insurance including high costs. Efforts to scale the IBLI contract to nearby pastoral regions has proven challenging. Similar on-

<sup>30</sup> <http://www.weconnectfarmers.com>

<sup>31</sup> <https://www.wocat.net>

going initiative of WFP (R4 Rural Resilience Initiative) has demonstrated positives results in several countries<sup>32</sup> (WFP, 2019). Future projects in the Sudan could work on a similar pilots in order to better adapt existing tools and initiatives to the environment of the Sudan and local communities.

### Strategic orientation

62. The Sudan has developed its Intended National Determined Contribution (INDC) as basis of the NDC. Sudan's INDC contains both mitigation and adaptation aspects that Sudan aims to undertake towards achieving the objective of the UNFCCC and its national development priorities. The Annex 4 presents the analysis of the alignment of the Sudan's INDC to the SGDs targets and IFAD COSOP orientation.
63. The Sudan's previous COSOP review workshop was held at the end of 2019 with many stakeholders. The participants proposed two ideas for potential projects to be covered by the new COSOP. The idea which appealed most is presented first:
  - a. Strengthening the enabling environment for Agricultural (plants and animals) Extension Services and Knowledge Management and – Sharing (KM & KS) networking at all levels for Climate Change Adaptation and Mitigation, Livelihood development, Food security and balanced Nutrition, Peace building and Sustainable Development.
  - b. Inclusive Agricultural business development around selected value chains with specific consideration for Youth – and Women service providers through co-financing to build National Agricultural Development Funds.
64. Climate mitigation and increasing Resilience was raised in many forms during the review, it indicates the high value participants give to these areas. Furthermore, reference was made to Climate Resilient Community Village Plans (CR CVP) in which rural communities in IFAD projects such as BIRDPA have shown ownership resulting in managing the Natural Resources on short and long term in a sustainable manner as mentioned above. Another well-defined areas were also frequently mentioned: 'Water harvesting', 'Gender, Youth and Women', 'Knowledge Management and Generation' and 'Rural financing'. Moreover, Conflict between farmers and pastoralists was also one of the prime elements of the future COSOP and projects in the Sudan.
65. Gender transformative approaches are considered whereby not overlooking the women and fe/male youth. Attention for Knowledge Management is required, and every project should have a Knowledge Management culture. Needs for knowledge products should be addressed, and studies to document the current good practices/successes be initiated. The accent of rural financing is on policy reforms for the rural micro financing sector, while female access to rural finance is also stressed. IFAD toolkit and other How to do Notes<sup>33</sup> on conflicts and pastoralism are available to support future projects in the Sudan.
66. The National Biodiversity Strategy and Action Plan (NBSAP) presents the commitments that the Sudan should undertake. On this basis, identifiable recommendations for Sudan regarding biodiversity and environment for IFAD investments were determined:
  - a. In the context of IFAD interventions, surveying different ecosystems and agro-ecological zones including those related to cultivated plant species,

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<sup>32</sup> Ethiopia, Senegal, Malawi, Zambia, Kenya, Zimbabwe, Burkina Faso and Mozambique.

<sup>33</sup> IFAD Toolkit: Engaging with pastoralists – a holistic development approach:

<https://www.ifad.org/en/web/knowledge/publication/asset/40318876>

Lessons learned: Pastoralism land rights and tenure:

<https://www.ifad.org/en/web/knowledge/publication/asset/39183099>

- natural range plants, wild food plants and weeds within different production systems.
- b. Establishment of biodiversity national information system (e.g. integrated to an existing system) with information sharing mechanisms on the state of in-situ and ex-situ conditions, with due consideration to establishing an early warning system as part of the national information system. This system should also monitor, evaluate and manage invasive alien species.
  - c. Establish effective linkages between conservation and use of the conserved genetic resources. Initiate and support on-farm conservation activities for cultivated plant species.
  - d. Give power to rural communities and build their capacities for the mutual management of natural resources as primary users and managers.

## **Strategic actions and targeting**

### ***Strategic Actions***

67. The major strategic actions with regards to poverty & targeting, youth and gender and the major strategic actions with regards to environment and climate are outlined in Annex 4.

### ***Environment and climate financing***

68. Opportunities exist to access environment and climate financing from the main funds: the Global Environmental Facility (GEF), Green Climate Fund (GCF), Adaptation Fund (AF). The GCF supports two readiness activities but no full size project yet. Thus, IFAD should seek to reach GCF to support activities such as agro-forestry, community forest networks/clusters and water and pasture management. The same window of opportunity exists with the Adaptation Fund in the Sudan as no project has been supported so far by the fund. At this date, only one project was submitted for Sudan to the AF by the United Nations Human Settlements Programme (UN-Habitat) in 2018 using the full amount allocated for the country (USD 10 million by country) but the proposal is still in Project/Programme Review Committee (PPRC) stage. Concerning the GEF, several proposals have been submitted by FAO, World Bank, UNEP and UNDP but none has reached CEO endorsement yet. IFAD has submitted a proposal to the GEF, the Sustainable Natural Resource and Livelihood Adaptive Programme (SNRLAP) to support the latest IFAD Sustainable Natural Resource and Livelihood Programme (SNRLP). The SNRLAP is a USD 2 million projects. It has reached CEO PIF Approved stage and IFAD has submitted the full proposal for CEO endorsement in August 2020.

### ***Targeting***

69. In order to target the most vulnerable areas and population, IFAD undertook a climate vulnerability analysis. The analysis consider the exposure, the sensitivity and the adaptive capacity of the system (i.e. environment and population). The figure below indicates the Vulnerability areas of the Sudan and the Annex 6

presents the methodology and the details of the analysis. The most vulnerable areas should be considered as priority areas for future IFAD investments.

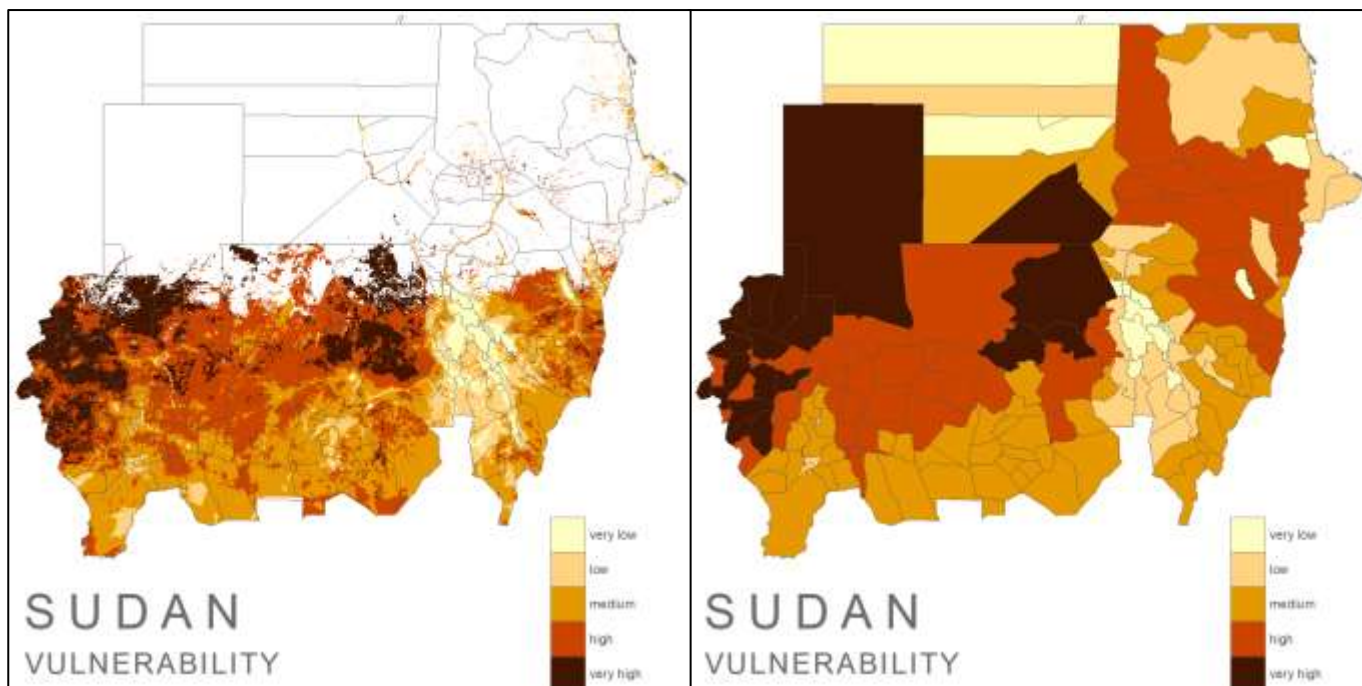


Figure 8: Sudan's Climate Vulnerability. Source: IFAD, 2020

### Monitoring

70. For projects designed under this COSOP which are Gender Transformative, the empowerment indicator needs to be included in logframes. The empowerment indicator is a composite indicator that consists of 9 dimensions. These dimensions will monitor progress a projects make in terms of economic empowerment, voice and equal care when implementing gender transformative projects.
71. With ASAP funding, the Social Tenure Domain Model has been developed in Sudan. STDM is a mobilized technology to innovatively address the emerging tenure-related conflicts and to predict new potential conflict areas. STDM allows beneficiaries to survey track and register livestock routes. To that end, comprehensive GIS guidelines were developed and beneficiaries need to be trained in how to use the application. By matching the inputs from the beneficiaries into STDM with other land use maps, potential hotspots for conflict were provided. In addition, the application can be used for real-time conflict management

### Scorecard on resilience

72. IFAD is applying a resilience model in its projects to identify adaptation actions to be supported. It develops a scorecard to monitor changes in resilience for project beneficiary households specifically for projects with Project Goal aiming at improving food security, incomes and resilience of communities.
73. At design, the Environmental and Social Management Plans of each identify risks and vulnerabilities of rural families, and presents the mitigation measure through the activities of the project. It also presents tentative questions proposed for the scorecard to monitor the increase in household resilience. A resilience indicator is included in the logical framework to reflect the resilience scorecard results and monitor it at outcome level through surveys to beneficiary groups.

### Economic and Financial Analysis (EFA)

74. The use the EFA could be extended to support the Monitoring and Evaluation of Projects and Programmes. Indeed, the models developed at design should be revised during implementation at the M&E level to track if the models are still profitable and sustainable on the basis of updated data and implemented activities. The models are therefore used as effective tools by the Project or Programme staff for each activity to develop business plans to be adapted along the implementation.

### **Grievance Redress Mechanisms**

75. Although IFAD normally addresses risks primarily through its enhanced quality enhancement/quality assurance process and by means of project implementation support, it remains committed to: (i) working with the affected parties to resolve complaints; (ii) ensuring that the complaints procedure and project-level grievance mechanism are easily accessible to affected persons, culturally appropriate, responsive and operates effectively; and (iii) maintaining records of all complaints and their outcomes.
76. For all projects, IFAD requires the Borrower/Recipient to provide an easily accessible grievance mechanism to receive and resolution of concerns and complaints of people who may be unduly and adversely affected or potentially harmed by IFAD-supported projects that fail to meet the SECAP Standards and related policies (presented in the SECAP document<sup>34</sup>). Information about the existence and functioning of such mechanism should be readily available and be part of the overall community engagement strategy. Grievance redress will use existing formal and informal grievance mechanisms, strengthened or supplemented as needed with project-specific arrangements, and will be proportionate to the risks and impacts of the project.
77. In addition, IFAD has established a Complaints Procedure to receive and facilitate resolution of concerns and complaints with respect to alleged non-compliance of its environmental and social policies and the mandatory aspects of its SECAP in the context of IFAD-supported projects. The procedure allows affected complainants to have their concerns resolved in a fair and timely manner through an independent process. IFAD may be contacted by e-mail at [SECAPcomplaints@ifad.org](mailto:SECAPcomplaints@ifad.org), via its website or by post. Any complaints of sexual harassment and/or sexual exploitation and abuse received through the complaints procedures will not be processed under the SECAP complaints mechanism and shall be forwarded immediately to IFADs Ethics Office for further action. For projects co-financed with other development partners, IFAD will agree on a common approach to receiving, resolving and reporting complaints and this shall be reflected in the Financing Agreement and Project Implementation Manual.

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## Fragility assessment note

1. With a Country Policy and Institutional Assessment (CPIA) score at 2.47 Sudan is classified as a fragile country. The key drivers of fragility are: i) political instability ii) slow economic growth and economic shocks, high inequality, and unsustainable fiscal balances iii) the limited capacity of the public administration; iv) inconsistent laws and regulations; v) regional instability and external relations (international sanctions) . In the rural sector, climate change and weather related shocks (severe and prolonged drought and very high temperature) and land degradation in the rain fed sun-sector are the most important drivers of fragility for agriculture and livestock production systems. Weather-related shocks and long-term climate change is impacting agricultural productivity and production. Deforestation and desertification are damaging local ecosystems. Combined, these drivers of fragility hinder economic growth and prevent the country to achieve rural transformation.

### **The effects of the country's fragility on the agricultural sector**

2. The effects of the country's fragility on the rain fed agricultural and livestock sector can be summarized as follows:
  - a) The rain fed agricultural sector is still marked by low productivity and high vulnerability because of climate change and climate variability. Increased temperatures and higher rates of evapotranspiration will increase moisture stress in crops and water demand for agriculture significantly, as presently many of the cultivars in use in Sudan are already close to their heat threshold. Declines in yields could range from 5% - 50%, or 15-25% in terms of value of agricultural output by 2050, reducing GDP by US\$ 7 to 14 Billion (IFAD/ECCA, 2013). The trend will be made more severe by widespread deforestation for fuel wood and charcoal, which shall contribute to the vicious circle of degradation of soil, forests, biodiversity, and range resources. Uncontrolled fires destroy grazing land and cause further damage.
  - b) Despite public awareness that environmental degradation is as a major source of fragility, the country's weak public institutions are incapable of enforcing environmental protections. Unsustainable agricultural practices, such land preparation and over-grazing, and gold mining are exacerbating economic vulnerability and food insecurity among rural communities, with implications for overall fragility
  - c) In addition to climate change, conflicts between tribes over access to natural resources is exacerbating country fragility. The shrinking of the natural resource base as a consequence of land degradation and climate change is further exacerbating land disputes, confronting the different categories of users – mainly pastoralists and farmers, gold miners, and the authorities. Previously, the communities mitigated such conflicts through effective local governing bodies called Native Administration (NA). However, with changing policies over time the strength of the NAs has been compromised without other effective systems replacing them leaving local communities without alternative ways to manage and resolve conflicts. Currently, there are multiple parallel systems for NR management and governance resulting in confused land tenure arrangements, inconsistencies in laws and policies and unclear institutional arrangements leaving user rights open to dispute and sometimes causing severe conflicts
  - d) Civil war and famine in South Sudan have caused 0.7 to 1.0 million refugees to seek safety in Sudan, putting pressure on already strained resources especially in the border States e.g. West and South Kordofan and White Nile

### Potential risks on country programme and mitigation measure

<i>Risks</i>	<i>Mitigation measures</i>
Slow Implementation due to limited Government contribution within budget (poor macro-economic performance)	Government contribution to COSOP programme will be minimized.
Implementation delays (i) due to Political instability induced by internal conflicts over resources (ii) Civil conflicts in neighboring South Sudan or Eritrea.	Implementation is rooted within local entities, communities and CBOs. Adoption of participatory NRM and clear demarcation of stock roots. Most of the potential COSOP areas are safe and far country from borders.
Limited Institutional capacity for CC awareness and resilience building	COSOP will provide comprehensive training programs for government staff and members of the CBOs.
Severe climate change leading to NR degradation and low yields.	Promoting sustainable and climate resilient agricultural practices, renewable energy, Income diversification to ease the pressure on natural resources.

- As land degradation is the main source of fragility, NRM with its dual dimension of physical investment and policy development, is a top priority within government programmes and donors support. COSOP programme will help build capacity of grass-roots organizations at other local institutions, largely through the Regional Policy Coordination Centers, to be established by the newly-approved SNRLP project. These centres aim at anchoring the programme activities related to NR policy, laws, governance and regulations in the sector.

## Agreement at completion point

### Introduction

1. The Independent Office of Evaluation of IFAD (IOE) undertook a country strategy and programme evaluation (CSPE) in Sudan in 2019. This CSPE followed the country programme evaluation in 2008 by IOE and was the third country-level evaluation for Sudan. The main objectives of the CSPE were to: (i) assess the results and performance of the IFAD country programme; and (ii) generate findings and recommendations to steer the future partnership between IFAD and the Government for enhanced development effectiveness and rural poverty eradication.
2. The CSPE covers the period 2009-2018. Three key dimensions of the country strategy and programme were assessed in the CSPE: (i) project portfolio performance; (ii) non-lending activities, namely, knowledge management, partnership building and country-level policy engagement; and (iii) performance of IFAD and the Government. Building on the analysis on these three dimensions, the CSPE assesses the relevance and effectiveness at the country strategy and programme level.
3. This agreement at completion point (ACP) contains recommendations based on the evaluation findings and conclusions presented in the CSPE report, as well as proposed follow-up actions as agreed by IFAD and the Government. The signed ACP is an integral part of the CSPE report in which the evaluation findings are presented in detail, and will be submitted to the IFAD Executive Board as an annex to the new country strategic opportunities programme for Sudan. The implementation of the recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions, which is presented to the IFAD Executive Board on an annual basis by the Fund's Management.

### Recommendations and proposed follow-up actions

4. **Recommendation 1:** Identify opportunities for partnerships and cofinancing to scale up achievements in key areas and generate greater impact, including the following:
  - a. Explore options to mobilize resources for integrated programmes, including basic infrastructure interventions. The rural infrastructures funded by IFAD's portfolio, such as rural roads and water provision (for humans and animals), have proven effective and often necessary interventions to address rural poverty, complementing productive activities (crop and livestock production, forestry) and natural resource management. IFAD should explore options for mobilizing cofinancing resources for this purpose so as to facilitate enabling conditions for rural communities to be engaged in productive activities and to reduce the risk of a more commercialized approach favouring the better-resourced and more accessible communities. At the same time, there should also be policy engagement with the Government to develop and operationalize a strategy and mobilize resources for adequate operation and maintenance. Support for water provision (for humans and animals) is key in rainfed areas and needs to be integrated into IFAD investment or complementary interventions.
  - b. Identify and strengthen partnerships with non-state actors and development agencies fundamental to the achievements of the projects and the COSOP. IFAD needs to be more inclusive and gain from the comparative advantage of other organizations and institutions with complementary expertise (e.g. academic and research institutions, civil society organizations, NGOs, bilateral and multilateral development agencies and international agricultural research centres). This is important to strengthen: poverty, food and nutrition analysis

- and assessments; conflict analysis; agricultural research; community development; natural resource governance; agriculture policy dialogue; technology transfer; and innovation.
- c. Refocus attention on institutional and policy influence to promote inclusive finance. IFAD should, in collaboration with CBOS and other partners, identify opportunities to address policy-level and systemic issues to develop an enabling environment for inclusive finance. This should build on the experience on the ground in Sudan, as well as IFAD corporate experience and knowledge elsewhere. Support may be within the project framework as well as by mobilizing technical assistance or a grant. Furthermore, the relationship with ABSUMI and ABS should be revisited to clarify a long-term vision and the scope for reinforcing the strategic partnership.
5. Proposed follow-up: Agreed. IFAD and the Government of Sudan to take the full advantage of the new opportunities and synergies to collaborate with a range of local and international development partners to strengthening Sudan's investment in key sectors such as basic services, agriculture and agribusiness including climate resilience.
  6. There should be a commitment by IFAD and the Government to enhancing efforts to develop new partnerships and to strengthen coordination in resource mobilization in particular to activities supporting the scaling-up and sustaining impacts generated by development interventions in areas of infrastructure and basic services provision. The added value and the synergies leveraged by government, communities, UN agencies, private sector and development partners in availing additional resources is an opportunity to complementing each other on the programmatic activities through strengthened resource mobilization efforts.
  7. Stakeholders and partners, such as academia (universities & research institutions), NGOs, CSOs and development partners have to work closely with the government on common agenda related to poverty alleviation, food security, nutrition, agricultural policies, technology transfer, natural resources governance and conflict management through defined long-term vision in prioritizing thematic areas for reform.
  8. Using experiences emanating from the practical implementation to anchor the policy dialogue on an evidence-based to influence policies and institutions reform. This has added credibility to IFAD's policy engagements and is testimony to the value of having a bottom up policy dialogue approach, The IFAD's experience with ABSUMI remains valid for fostering collaboration among development funding institutions including CBOS to identify opportunities to address policy-level and systemic arrangements to develop an enabling environment for reframing strategic partnership for inclusive finance to rural investment activities.
  9. Responsible partners: al/ projects/programmes, Ministry of Finance and Economic Planning, Directorate of Foreign Finance, Ministry of Agriculture and Natural Resources, International Relations Department, other relevant line ministries departments, UN agencies, Donors and IFAD.
  10. Timeline: 2020 onward, Government strategies and agreements will give special attention to the promotion of co-financing through government partnership with international financing institutions and allocation of counterpart funding from government resources, MoFEP and MoANR to provide sufficient support to strengthening of partnership with technology promotion and MFIs.

11. **Recommendation 2:** Ensure an inclusive and differentiated targeting strategy. In particular, greater attention is needed to more effectively engage mobile pastoral communities as well as vulnerable households based on sound diagnostic analyses, and to monitor their participation and outcomes, while building on the solid achievements made in promoting gender equality and women's empowerment and reinforcing support for the rural youth.
12. Proposed follow-up: Agreed. Mobile pastoral communities have truly been targeted by completed and ongoing IFAD projects in Sudan, Effective outreach and targeting approaches should be considered for better engagement of such categories through comprehensive analysis of their needs and demand for services. The approaches should take into account the geographical areas, type and timing of interventions, gender and specific needs, building on proper situational analysis and in-depth understanding of the context.
13. Projects outreach and targeting approaches to consider engagement of mobile pastoralists through targeting and selection criteria based on understanding the pattern of their livelihoods.
14. Studies and assessments conducted by government, projects and partners must serve to highlight gaps in services directed to different components of the communities.
15. Responsible partners: al/ projects/programmes, government related ministries and departments at federal and state levels and IFAD.
16. Timeline: 2020 onward Federal and state levels government will provide clear guidance on poverty targeting approaches and strategies that will be imbedded in the new COSOP (2021-2026) for the Sudan.
17. **Recommendation 3:** Support the institutional capacity development of key government counterpart agencies at local and state levels, while building stronger links with IFAD-financed projects, to enhance sustainability. IFAD needs to adopt a strategy of closer integration with relevant line ministries and agencies at a decentralized level (especially those responsible for agriculture, animal resources and range, and water). Key entry points for support could be in the areas of essential functions of these institutions - for example, data collection and collation (e.g. agricultural statistics), the development of M&E systems for government and non-government interventions in the sector(s), shared extension services, and the formulation of strategies and policies.
18. Proposed follow-up: Agreed. This requires government and IFAD to consider existence of sustainability elements in terms of institutions, implementation arrangements, technical capacities and financial resources to be secured with sufficient functionality and adequate governance and transparency measures.
19. Starting from the design of the projects, sustainability factors should be taken into account based on a solid analysis of existing government and community institutions to ensure their capability in taking over the responsibility of upscaling and sustaining the development impacts and results.
20. Government is a key community supporter in better planning by forming the structures and organizations to provide the legal, administrative and financial requirements for sustainable development.

21. IFAD will ensure a critical institutional assessments would be carried out to inform the exit strategy planned at the design of projects to satisfy the sustainability requirements. Hence, design of interventions should pay full attention to the sustainability factors throughout the implementation and evaluation of the interventions.
22. Responsible partners: al/ projects/programmes, government related ministries and departments at federal and state levels, targeted communities and IFAD.
23. Timeline: 2020 onward. Al/ designs of the new projects/programmes have to ensure integration of sustainability elements including resources in every development intervention.
24. **Recommendation 4:** Better articulate the theory of change in country and project strategies that underlines the expected poverty impact. Greater attention is required at the project conceptualization stage to identify the pathways through which the project goals (e.g. reduced poverty, food insecurity and malnutrition) could be achieved. Consistent indicators for measuring the effectiveness and impact of project interventions should be set along the same pathways. This will contribute to a more effective monitoring and analysis of the activities which lead to scaling-up of good practices that bring fundamental changes in the livelihood contexts of the engaged rural communities.
25. Proposed follow-up: Agreed. Usually development strategies require government to put in place specific planning, participation and evaluation methodologies with the involvement of the communities to promote socioeconomic changes. These strategies show how expected outcomes occur over the short, medium and longer terms as a result of a joint work.
26. Goals assist in selecting right implementation arrangements and practices in achieving the specified objectives within specific timeframes. The government has a fundamental role in setting the strategies and objectives for creating the intended changes.
27. All stakeholders including government and communities should adopt effective/efficient monitoring tools to track the changes encountered from applied practices and interventions.
28. Outcome evidences will be used to convincing decision and policy makers on results for improvement. Stakeholders are encouraged to adopt qualified monitoring and evaluation systems and equipment.
29. Responsible partners: al/ projects/programmes, Ministry of Finance and Economic Planning, Directorate of Foreign Finance, Ministry of Agriculture and Natural Resources, International Relations Department, other relevant line ministries departments, state-level ministries and departments, communities and IFAD.
30. Timeline: 2020 onward. Government ministries will lead the technical implementation of the development projects to provide guidance on government priorities and objectives for defining changes under questions. As well, strengthening its monitoring mechanisms to qualifying and quantifying results of interventions and value of resources.
31. **Recommendation 5:** Strengthen the KM platform for IFAD-financed projects to foster information-sharing across the projects and partnership, as well as to bolster effective monitoring of the IFAD portfolio. The strategy for KM is ambitious and well

intentioned, but without sufficient resources, technical support and leadership it will not be realized. It is important that IFAD, the Government of Sudan and other development partners benefit from the rich experience of the IFAD portfolio in the country, including good practices and lessons learned.

32. Proposed follow-up: Agreed. The Country KM Strategy contributes to meeting the Sudan portfolio targets, enhances the implementation of the RB-COSOP, generates evidence-based knowledge that improves the effectiveness, efficiency and quality of IFAD's operations for greater outreach and impact as well as improve visibility, credibility and influence on sustainable rural development.
33. Key stakeholders including the Central Coordination Unit (CCU), the projects, key Ministries at State and Federal level, communities and the ICO to avail financial and human resources as well as, creation of suitable structures and facilities for the implementation of the KM strategy.
34. Ministries at state and federal level, beneficiaries organizations and partners to foster better planning, coordination and dissemination (better audience targeting) of knowledge and good practices with the purpose of supporting the sustainability and scaling up of successes.
35. Technical capacities from government staff, projects staff, CCU, communities and partners to be strengthened and equipped with appropriate tools and facilities to maximize use of KM in improving outcomes and impact of development interventions, as well as policy engagement.
36. Responsible partners: al/ projects/programmes, Ministry of Finance and Economic Planning, Ministry of Agriculture and Natural Resources, Ministry of Anima/ Resources and Fisheries, CCU, state-level ministries and departments, communities, relevant partners and IFAD.
37. Timeline: 2020 onward. The government line ministries will link the existing KM platforms, activities and structures with IFAD-funded projects strategies through better coordination and leadership.
38. **Recommendation 6:** Strengthen IFAD's capacity to be better engaged in project supervision and reviews, KM, coordination across strategic partnerships (especially on NRM), and policy dialogue. This could involve human resource and technical capacities (e.g. staffing at the country office, technical support from headquarters or the sub-regional hub), as well as resource allocation to upgrade non-lending activities (e.g. grant funding to pilot innovative approaches and/or to engage strategic partners; analytical studies). It is important that the country office be more actively engaged in project oversight, supervision and conceptualization to ensure consistency in approach. This in turn needs to draw upon an effective and informative knowledge platform. Furthermore, the country office, in collaboration with relevant partners, should be more active in policy engagement in the new political environment emerging in Sudan.
39. Proposed follow-up: Agreed. The ICO has control over field missions besides handling other variety of obligations, not limited to, the day-to-day follow up with government and projects on portfolio management and operations and contributing to the UNCT responsibility framework.
40. IFAD Country Office (ICO) should maximize the use of its financial resources and technical capacities (human resources) to improve its engagement in the non-lending activities.

- 41. Government to facilitate identifying areas for policy engagement and to provide effective follow-up procedures and regulatory frameworks for investment on KM products for the sake of creation conducive environment for development initiatives to widen the scope of benefits generated by collaborative development interventions.
- 42. Responsible partners: IFAD Headquarters, FAD Country Office and government related line ministries and departments.
- 43. Timeline: 2020 onward. ICO will communicate and work closely with the Headquarters, sub-regional hub, government and projects to promote engagement in al/ country related activities.

Signed by:

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**Azhari Idries Bakhiet**  
Acting /Undersecretary of Economic planning  
Ministry of Finance and Economic Planning - Sudan

- Date: 06/ 2-02 C)



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Mr Donal Brown  
Associate Vice-President, Programme Management Department International Fund for  
Agricultural Development

Date: 1/2020



## **COSOP preparation process**

1. Preparation of the present COSOP report took place through an extensive consultative process within the country prior to the Covid 19 pandemic and remotely afterwards. The Covid-19 pandemic did not allow the original COSOP team to undertake the mission on the field. The remote mission team worked with local consultants based in Khartoum and organized virtual meetings to coordinate with the local government bodies and other stakeholders.
2. Consultations involved many stakeholders representatives of GOS at the federal and state levels, Producers organisations (on behalf of smallholder producers, rural women, youth), private sector actors (seed companies, input suppliers, service providers (rural finance and mechanisation, potential processors and exporters, etc.) and donor representatives including UN team (FAO, WFP, UNDP) and IFI's representatives in Khartoum (WB, AfDB, IMF, AAAID).
3. The Sudan's previous COSOP was reviewed through a workshop held in Khartoum at the end of 2019. The participants appreciated IFAD support expressed their satisfaction to the programme achievements. Two proposals were recommended for consideration within the new COSOP lending and non-lending programme:
  - a. Strengthening the enabling environment for Agricultural (plants and animals) Extension Services and Knowledge Management and – Sharing (KM & KS) networking at all levels for Climate Change Adaptation and Mitigation, Livelihood development, Food security and balanced Nutrition.
  - b. Inclusive Agricultural business development around selected value chains with specific consideration for Youth – and Women.
4. A COSOP completion review (CCR) was commissioned by the ICO in July 2020. The COSOP performance in relation to its relevance, effectiveness, Knowledge management and Strategic partnerships was rated satisfactory. Policy engagement was rated as moderately satisfactory. While the SOs were found still appropriate in the current country context, The CCR recommended adding another dimension to SO2 through stronger support to the recent emphasis on promoting agricultural exports through value addition and partnership with the private sector. Within the rain-fed sub-sector eco-system, there are at least three high-potential agricultural value chains carrying a strong comparative advantage to Sudan: gum Arabic, sesame seeds, and livestock (meat), in addition to organic HMAP, such as Hibiscus and Baobab. Moreover, the CCR recommended further pursuing policy engagement on the themes mentioned in this COSOP report.
5. Parallel to the preparation of the CCR, a SECAPE report was prepared by the ECG team. The report analysis, findings and recommendations are presented in Appendix IV.
6. An in-country final workshop validation was organised by IFAD ICO in Khartoum 9 December 2020. Fifty stakeholders representatives (including Federal Ministers of Finance, Agriculture and Livestock) engaged in intensive discussions of the COSOP main finding and recommendations, which were all endorsed.
7. Throughout the COSOP preparation process, the PDT members from the ICO, Cairo Hub and IFAD HQ played an extensive role in guiding and informing the report.

## Strategic partnerships

1. **UNCT:** Within the context of current UNDAF, and as part of the UNCT, IFAD will coordinate with UN agencies wherever possible. IFAD and FAO will seek to support national agricultural development issues. A donors' coordination group for the agricultural sector is currently being considered with co-leadership by IFAD and FAO. Possibilities for synergies with UNIDO in agro-industry will be explored for quality control and the post-harvest level of the VC, particularly at the smallholder producers and processors level. This would be crucial for Sudan to comply with external markets regulations (GCC, EU, etc.). With regards to hygiene aspects at the HH level, and through WASH (Water, sanitation and hygiene) programme, partnership with UNICEF would help preventing an outbreak of disease in programme area through building latrines and hand-washing stations, teaching hygiene and providing clean water. UNICEF yearly outreach is estimated at 200,000 people gaining access to improved sanitation facilities. Proper latrines, hygiene and waste disposal are the best ways to keep water sources clean and safe for people to drink, cook and bathe. Partnership with WFP will focus on synergies with COSOP programme to help reduce malnutrition and its root causes through WFP's ongoing and future (2019-2023) integrated package of nutrition-specific and nutrition-sensitive interventions, including strengthening the resilience of food-insecure households and food systems while strengthening the capacity of national actors. Key elements include productive safety nets for chronically food-insecure rural households and reducing post-harvest losses for smallholder farmers and their associations.
  
2. **Partnerships with international, regional and bilateral donors:** It is expected that, following graduation of Sudan out of the list of countries sponsors of terrorism, several opportunities for donors assistance will be available. In this regards, the most active IFIs and potential co-financiers would be the World Bank which is already engaged in thematic studies on climate, Value chain, capacity building and exports promotion. While the Bank does not have a formal International Development Association (IDA) program because of the country's non-accrual status, the WB continues to build a dynamic portfolio of projects financed by trust funds by mobilizing third-party financial resources. The African Development Bank is another strategic partner through its Feed Africa strategy which is focused on transforming African agriculture into a globally competitive, inclusive and business-oriented sector that creates wealth, generates gainful employment and improves quality of life. At the Arab regional level, partnership with Arab Coordination Group (IsDB, AFESD, OFID, Abu Dhabi Fund, Arab Authority for Agricultural Investment and Development (AAAID)) would be fostered for co-financing of rural infrastructure and rural finance. In particular, AAAID, with its HQ in Khartoum, is a strategic partner in relation to seed systems (through contractual farming with its affiliate Arab Seed Company) and for rural finance (AAAID is currently in the process of establishing a smallholder rural finance fund in the Arab region).
  
3. **Climate finance:** IFAD country team will work with the GoS to develop strong applications to mobilize additional support for climate resilient activities. Building on previous successful achievements, IFAD ICO and ECG division would continue mobilising grant financing from the GCF, ASAP+, GEF and AF for climate change resilience building. Moreover, additional opportunities will be explored in the context of the GGWI and IGREENFIN. As Sudan is GGW country, the COSOP programme will take advantage of IFAD being the coordinator of the GGW Initiative Umbrella Programme of the GCF. There will also be a GEF Impact Programme for the GGW (coordinated by FAO & UNEP).

<i>Partnering objectives</i>	<i>Partners/networks/platforms</i>	<i>Partnership results and outcomes</i>	<i>Justification for partnership</i>	<i>Monitoring and reporting (to be completed for CRR and CCR)</i>
<b>Engaging in policy and influencing development agendas</b>	FAO  WB	IFAD-FAO co-leading coordination group on agricultural development  Policy coordination with WB on VC development to ensure inclusive approach in favour of rural poor producers.	RBA partner and Key player for agricultural development.  WB conducted a detailed analysis of the key agricultural VC for possible financing.	
<b>Leveraging cofinancing</b>	Government of Sudan	US\$ 140 million (including the two on-going projects and the pipeline programme)	Key strategic partner	
	Producers Organisations	Participatory local development promoted at community level.	Key partner at the local level. Working with existing producer associations and supporting the formation of new ones in necessary.	
	Multilateral and bilateral: (AfDB, WB, GCF, ASAP+, AF, GEF, IsDB, OFID, AFESD, AAAID)	At least US\$ 60 million (including the two on-going projects and the pipeline programme)		
	UNCT: UNICEF, WFP, FAO, UNIDO, UNEP	Improved UNDAF development and monitoring	In collaboration with Government, major effort to improve data collection for and analysis to monitor progress towards SDGS	
<b>Developing and brokering knowledge and innovation (including SSTC)</b>	IFAD-China SSTC facility. Turkey (TIKA) FAO-China SSTC Trust Fund	Training and capacity building of Public and CBOs for successful selected VC.	SSTC a very important and relevant cooperation modality in the country context.	
<b>Strengthening private sector engagement</b>	Arab Authority for Agricultural Investment and Development (AAID)	Engaging AAAID through its affiliates in Sudan for contractual farming with smallholder producers.	Sustainable Development of VC through 4Ps.	
	Input suppliers and service providers, Agro-Processors exporters	Backward and forward linkages with smallholder producers	Sustainable Development of VC through 4Ps.	
<b>Enhancing visibility</b>	UNCT: UNICEF, WFP, FAO, UNIDO. UNEP.	IFAD co-chairs with FAO the donors group on agriculture and ensures pro-poor continuous and sufficient support	All key development partners participate, along with Government	

## **South-South and Triangular Cooperation strategy**

### **I. Introduction**

1. SSTC will be an important component of IFAD's overall operating model in Sudan. IFAD seeks to raise its level of ambition for harnessing SSTC as an instrument for improving the livelihoods of rural people and their organizations. In line with the IFAD SSTC Strategy, the SSTC dimension in this COSOP period will be effectively used as a key means to deliver capacity building, resources mobilization, technology transfer to the benefit of Sudan, and within the context of the broader IFAD programme.

### **II. Opportunities for rural development investment promotion and technical exchanges**

2. This COSOP proposes a strategic partnership with at least three SSTC sources: IFAD-China facility, TIKA (Turkey) and FAO-China SSTC Trust Fund, focusing on support for relevant exchange of knowledge with countries especially China, Turkey, Kenya, Egypt, etc., Skills improvement, resources and technical know-how on smallholder agriculture and rural development including innovative and tested solutions on land and water development and value chain development ( for selected crops). Countries like Egypt, China, Turkey and Kenya have gained pertinent experienced and know-how that could be easily transferred to Sudan. Previous IFAD funded projects benefited from study tours and training in these countries.

### **III. SSTC engagement rationale**

3. Developing countries are increasingly interested in learning from the successes and practical lessons from experience of their peers. IFAD, being a specialized agency of the United Nations as well as an International Financial Institution, engages in SSTC to contribute towards enhancing development effectiveness not only brokering the knowledge and technical cooperation but also by catalysing investments between developing countries.
4. SSTC will be undertaken in a strategic partnership with other RBAs based in Sudan, informed by the MOU signed between IFAD, FAO and WFP in June 2018, which underlines the importance of collaboration to achieve SDG 2: No Hunger, particularly through reciprocal exchange of expertise and mutual engagement to achieve the SDGs in the context of the UN Sustainable development Partnership in Sudan.

### **IV. Partnerships and initiatives**

5. Specific activities will include support for the development of SSTC action, and a coordination mechanism at IFAD Central Coordination Unit in Khartoum in collaboration with the technical ministries, to support the agriculture sector, the implementation of the COSOP. Moreover, IFAD ICO and FAO staff at Khartoum could contribute to establishing and enhancing the SSTC partnership and identify key opportunities for mutual learning, exchange of experience, rural innovation (e.g. training and technology transfer), visits, workshops and training with these countries and others of relevant experience. In addition international research partners, such ICARDA, ACSAD, ILRI, and AAAID (through its development unit) could be explored.

### **V. Conclusion**

6. This SSTC cooperation strategy for Sudan will be discussed and developed in consultation with GOS during initial implementation processes related to this

COSOP programme, starting 2021. The three ongoing projects (LMRP, IAMDP, and SLNRP) would be the first beneficiaries from SSTC, followed by the pipeline project afterwards.

## Country at a glance

Economic structure	2016[a]	2017[a]	2018[a]	2019[a]	2020[b]	2021[c]	2022[c]
GDP at market prices							
Nominal GDP (US\$ bn)	95.6	123.1	30.9	25	51.5	90	150
Nominal GDP (SDG bn)	593.6	822.4	995.6	1,143.1	2,788.7	6,184.2	11,256.2
Real GDP (SDG m at 1996 chained prices)	31,897.8	33,264.0	32,492.0	31,661.7	28,907.0	29,788.9	30,620.4
Expenditure on GDP (% real change)							
GDP	4.7	4.3	-2.3	-2.6	-8.7	3.1	2.8
Private consumption	3	3	-3.2	-2.5	-7.9	1.5	2
Government consumption	12.5	15.5	-1.1	-9.8	2	3	2.5
Gross fixed investment	3.7	3	-2.9	-1.5	-11	7.8	4
Exports of goods & services	4.1	3.5	0.8	2.3	-13.5	3	3.1
Imports of goods & services	-1	-1	-0.4	1.6	-9	2.5	2.8
Origin of GDP (% real change)							
Agriculture	5.2	2.5	-1.5	-1	-5	3.8	3
Industry	5.5	4.5	-1.7	-0.7	-8	2	3
Manufacturing	11.2[b]	-0.4[b]	13.4[b]	3.4[b]	-8	2	3
Services	3.8	4.5	-3.2	-4.7	-11	3	2
Ratios, GDP at market prices (%)							
Gross fixed investment/GDP	18.7	18.4	24.1	31.1	28.5	29.2	29.4
Exports of goods & services/GDP	9.8	9.7	10.2	12.6	2.9	1.8	1.2
Imports of goods & services/GDP	12.5	11.8	12.3	14.1	6.4	3.6	2.2
Ratios, GDP at factor cost (%)							
Agriculture/GDP	25.2	24.6	22.6	31	32.2	32.5	32.6
Industry/GDP	19	19.2	30.6	33.6	33.8	33.5	33.6
Services/GDP	55.7	56.2	46.8	35.3	34	34.1	33.8
Energy indicators							
Petroleum production ('000 b/d)	104.0[b]	95.0[b]	100.0[b]	104.0[b]	84	95	115
Petroleum reserves (m barrels)	1,450[b]	1,455[b]	1,452[b]	1,475[b]	1,490	1,491	1,500
Population and income							
Population (m)	39.9	40.8	41.8[b]	42.8[b]	43.9	44.9	46
Population growth (%)	2.4	2.4	2.4[b]	2.4[b]	2.4	2.4	2.4
GDP per head (US\$ at PPP)	4,415.5	4,362.9	4,259.0[b]	4,122.8[b]	3,689.6	3,775.5	3,853.9
<sup>a</sup> Actual. <sup>b</sup> Economist Intelligence Unit estimates. <sup>c</sup> Economist Intelligence Unit forecasts.							

**Natural resources:** Petroleum; small reserves of iron ore, copper, chromium ore, zinc, tungsten, mica, silver, gold, hydropower.

**Agriculture products:** Cotton, groundnuts, sorghum, millet, wheat, gum Arabic, sugarcane, cassava (tapioca), mangos, papaya, bananas, sweet potatoes, sesame; sheep, livestock.

**Industries:** Oil, cotton ginning, textiles, cement, edible oils, sugar, soap distilling, shoes, petroleum refining, pharmaceuticals, armaments, automobile/light truck assembly.

**Exports - commodities:** gold; oil and petroleum products; cotton, sesame, livestock, peanuts, gum Arabic, sugar.

**Exports - partners:** UAE 32%, China 16.2%, Saudi Arabia 15.5%, Australia 4.7%, India 4.2% (2015)

**Imports - commodities:** foodstuffs, manufactured goods, refinery and transport equipment, medicines, chemicals, textiles, wheat.

**Imports - partners:** China 26.4%, UAE 10.1%, India 9.1%, Egypt 5.6%, Turkey 4.7%, Saudi Arabia 4.4% (2015)

## Financial management issues summary

COUNTRY	Sudan	COSOP
<b>A. COUNTRY PORTFOLIO PERFORMANCE</b>		
Country – FM KPIs:		
FM Inherent Risk:	High	<b>Transparency International (TI)</b>
1Country Disbursement Ratio (rolling-year)	10.30%	Sudan scored 16 points out of 100 on the 2019 Corruption Perceptions Index reported by Transparency International. Corruption Index in Sudan averaged 16.27 points for the period 2003 to 2019, reaching an all-time high of 23 points in 2003 and a record low of 11 points in 2013. Sudan remains near the bottom of TI ranking (173/198) in 2019.
Outstanding Ineligible Expenditure	None	
Outstanding Advances (Projects in Expired Status)	6,937 EUR	
Applicable PBAS cycle for COSOP:	IFAD12 and IFAD 13	<b>Public Expenditures and Financial Accountability (PEFA)</b>
PBAS Available allocation:	0	No recent data available, The latest PEFA assessment for Sudan at national level was performed in 2010 and no longer relevant.
		<b>MDBs Diagnostic Reports</b>
		The Global Partnership for Effective Development Co-operation's Country Brief for 2018 and World Bank Report reported that the government is taking numerous steps to strengthen their Public Financial Management, along with other measures such as the adoption of Treasury Single Account (TSA). The Government, with the assistance of the IMF, has drawn up a PFM Reform Action Plan. This action plan is being implemented to address the gaps identified. Some of the pillars of the action plan include: (i) implementing an automated Integrated Financial Management Information System (IFMIS) that is to be piloted in the Ministry of Finance and Economic Planning (MoFEP) before rolling out to other ministries and to states; (ii) modernizing the internal audit approach; (iii) strengthening analysis of project proposals; (iv) roll out of Government Financial Statistics (GFS) budget classification; and (v) making budget information publicly available.
		<b>Debt Sustainability</b>
		According to the WB-IMF DSA of October 2020, Sudan's external debt risk keeps being in debt distress and unsustainable, unchanged from the last report of March. Reflecting the economic effect of COVID-19 pandemic, and even after the planned customs exchange rate and fuel subsidy reform (elimination of diesel and gasoline subsidies), all external debt indicators still breach their indicative thresholds under the baseline scenario and debt solvency indicators stay above the thresholds throughout the time horizon of the analysis (20 years). External debt is estimated to amount to about \$56.3 billion, or 199% of GDP at end-2019, rising from 182% of GDP in 2018 due to large currency depreciation (while domestic debt only accounts for 8% of GDP). About 85% of the external debt was in arrears in 2019. The bulk is public and publicly guaranteed (PPG) debt (\$54.6 billion, of which 85% are in arrears), mainly owed to bilateral creditors and roughly equally divided between Paris Club and non-Paris Club credit. A large portion of the increase in these estimated total arrear amounts is due to assumed accumulation of interest arrears, in addition to relatively small new disbursements. About \$1.8 billion is private debt owed to suppliers. Sudan had signed a debt settlement agreement with the Fund in October 2012.
1Corporate Disbursement Ratio Methodology considers ASAP, AFD, IFAD, KFW and SPA financing sources only.		

CURRENT LENDING TERMS	DSF Grant
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## B. PORTFOLIO, FM RISK & PERFORMANCE

### Existing Portfolio:

Project	Financing instrument	FLX Status <sup>(2)</sup>	Lending Terms	Currency	Amount (million)	%Disbursed	Completion date
BIRDP	200000163300	EXPD	ASAP GRANTS	XDR	2.15	99.87	30/09/2019
	200000163400	EXPD	DSF HC GRANTS	XDR	7.37	100	30/09/2019
	L-I--717-	EXPD	HIGHLY CONCESSIONAL TERMS 0.75 pc	XDR	16.8	99.98	30/09/2019
LMRP	200000077500	DSBL	DSF HC GRANTS	XDR	16.55	64.49	30/03/2022
	200000077600	DSBL	ASAP GRANTS	XDR	4.73	60.33	30/03/2022
	200000091100	DSBL	ECD GRANTS	USD	8.53	49.72	30/03/2022
	200000241900	DSBL	SUPPLEMENTARY FUNDS GRANTS	EUR	7.88	23.61	30/12/2021
Sudan: Carbon Sequestration	G-G-FSP-27-	EXPD	ECD GRANTS	USD	3.65	84.93	30/09/2019
IAMDP	200000214100	DSBL	DSF HC GRANTS	EUR	22.4	32.61	30/03/2024
	200000353400	APPR	SUPPLEMENTARY FUNDS GRANTS	USD	0.75	0	31/12/2021
SNRLP	200000311600	SIGN	DSF HC GRANTS	EUR	45.2	0	
	200000311700	SIGN	HIGHLY CONCESSIONAL BY CURRENCY	EUR	11.3	0	

Project	Project FM risk rating	Performance Score: Quality of Financial Management	Performance Score: Quality & Timeliness of Audit	Performance Score: Disbursement Rate	Performance Score: Counterpart funds
BIRDP	High	Moderately Unsatisfactory	Mod. satisfactory	Moderately Unsatisfactory	Unsatisfactory
LMRP	Substantial	Moderately Satisfactory	Mod. unsatisfactory	Moderately Unsatisfactory	Satisfactory
Sudan: Carbon Sequestration	High	Moderately Unsatisfactory	Satisfactory	N/A	Moderately Unsatisfactory
IAMDP	Substantial	Moderately Satisfactory	Satisfactory	Moderately Unsatisfactory	Satisfactory
SNRLP	High	N/A	N/A	N/A	N/A

Currently there are two ongoing projects (LMRP and IAMDP) in the portfolio. The inherent financial management risk of both project is rated as substantial and the residual risk as moderate. The risk is due to a number of issues that range from weak financial management staff seconded to the States Implementation Units; high staff turnover, adherence to internal controls systems and absence of a unified salary scale and benefits across the different projects. In addition to, the economic environment and in particular, the increasing difference between the official and informal exchange rates that hinders the implementation of the projects activities. SNRLP was approved in September 2019 (16 months elapsed since approval), and was entered into force on 3 February 2021. BIRDP and ICSP had passed their closure dates, and they will be closed over the system once the remaining unspent balance of advance is refunded to IFAD and the management letter related to the final audit report is received respectively.



**C. DEBT SERVICING**

Sudan continued to honour its debt as per the signed debt settlement agreement with the Fund. The most recent bills were issued on 15 November 2020 and they have not been settled as of date of this summary.

**D. COSOP**

The proposed project under this COSOP will capitalise on IFAD experience in the country. IFAD will continue its reliance on some aspects of the public financial management systems, which meet minimum acceptable standards such as external and internal audits.

Given the weak institutional capacities and the historically poor counterpart cash contribution performance until recently, it is imperative that the key financial management staff at Programme Management Unit are recruited competitively from the open market and to ensure that the counterpart cash contributions is realistically estimated.

There is high risk of exchange rate losses if the proposed reform of moving exchange rate from fixed rate to floating rate do not take place. The significant difference between official and informal exchange rate will erode the expected total value of the proposed investment and meeting the project's development objective.

The COSOP envisages one project to be designed and with wide geographical coverage. The project is expected to be the largest ever project in the portfolio and will be financed over IFAD 12 and IFAD 13 PBAS cycles. This is likely to pose challenges and risks in term of fund flows, reporting and implementation; hence, detailed arrangements will need be carefully designed to mitigate these risks.